

THE FOOD ADMINISTRATION IN IOWA


BY

IVAN L. POLLOCK





IOWA CHRONICLES
OF THE
WORLD WAR



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IN IOWA

CHRONICLES OF THE WORLD WAR
EDITED BY BENJAMIN F. SHAMBAUGH

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BY
IVAN L. POLLOCK

IN TWO VOLUMES

VOL. I

PUBLISHED AT IOWA CITY IOWA IN 1923 BY
THE STATE HISTORICAL SOCIETY OF IOWA

EDITOR'S INTRODUCTION

ADHERING to the policy of preserving substantial uniformity in the books which appear in the series of *Iowa Chronicles of the World War*, the history of *The Food Administration in Iowa* by Mr. Pollock is published in two volumes — although the contents of the two books present an unbroken account of the Food Administration in Iowa during the World War.

The reader's attention is called to the fact that each volume is paged separately, while the chapters are numbered consecutively through the entire work, as are also the notes and references. At the end of each volume the notes and references follow the

text to which they relate. A complete table of contents and a consolidated index, as well as the editor's introduction and the author's preface, appear in each volume.

BENJ. F. SHAMBAUGH

OFFICE OF THE SUPERINTENDENT AND EDITOR
THE STATE HISTORICAL SOCIETY OF IOWA
IOWA CITY IOWA

AUTHOR'S PREFACE

THE purpose of this contribution to the *Iowa Chronicles of the World War* is to recount the activities of the Food Administration in the State of Iowa and to record the contemporary reactions of the people to these activities. It is important that this should be done while the details are yet fresh in the minds of the people and while the materials concerning these war time activities are available in the original form.

This account is almost wholly concerned with the presentation of the facts, conditions, and problems in connection with carrying out a necessary war time program which extended governmental control over the activities of the people to a degree far beyond anything they had ever before experienced or even seriously contemplated.

Incidentally the history of the Food Administration shows how millions of people act when their everyday customs and habits of life are interfered with by the government; but it also

illustrates the extreme political docility of the people under exceptional circumstances and the extent to which they may be counted upon to support an appeal for voluntary patriotic action.

Moreover, this record is of interest to those who would know how thoroughly the nation was organized for war; and it is of equal interest to those who can apply the significance of these experiences to the social needs of peace times. It should be of interest also to those who experienced the effects of food control and who contributed to its success or failure through their coöperation or non-coöperation.

Since this account relates only to the administration of food control within the State of Iowa, the author does not attempt to go into details in regard to the various problems which confronted the United States Food Administration as a whole. Thus, it is not the purpose of these pages to present a study and interpretation of the various rules and regulations and amendments thereto that were issued from time to time by the United States Food Administration. These rules and regulations are voluminous and complicated because it was necessary to make a new set of rules and regulations for each of the trades and industries

licensed and to make frequent changes in such rules and regulations as conditions throughout the nation changed. For complete information regarding the exact measures of regulation and control the reader is referred to the annual reports of the United States Food Administration.

The workings of a single unit of national administration can not be presented intelligently, however, without showing the general plan of the national organization. Accordingly, the first chapter of volume one of this work contains a very brief outline of the plan and organization of the United States Food Administration so that the history of food administration within the State of Iowa can be understood in relation to the nation-wide system. This outline of the national plan is obviously sketchy and incomplete.

Materials upon which these pages are based were collected from various sources, the most important of which was the documentary material in the files of the United States Food Administration at Washington. At the close of the World War when the activities in connection with food control were discontinued the Federal Food Administrators for the several States were directed to send to Washington all

the records in the files of the headquarters, divisional, and county offices of their respective organizations. At the time the author was collecting data, the materials from the several States had not been filed in permanent quarters but were stored in a temporary building in the same boxes in which they had been shipped to Washington.

Through the courtesy of the United States Food Administration, the materials from Iowa, as well as the files of the States Administration Division of the United States Food Administration, were made available for examination and study. The author wishes, therefore, to make grateful acknowledgments to the United States Food Administration officials and especially to Mr. W. C. Mullendore, Assistant Counsel for the United States Food Administration, who offered many valuable suggestions which greatly facilitated the collection of data.

I am under obligation to a very large number of men and women who had a part in the work of food administration in this State and who, through personal interviews or correspondence, have given information and helpful suggestions. The list includes division chiefs, special representatives, county food administrators, members of the various women's committees,

dealers, and consumers. Without the coöperation of those who were active in every phase of food administration an adequate treatment of the subject would have been impossible.

To Mr. J. F. Deems, Federal Food Administrator for Iowa, I am indebted for a manuscript copy of an historical sketch of the Iowa Division, United States Food Administration, which was compiled by the Iowa Food Administration in compliance with an order issued by the Federal Food Administration at the close of the work of the organization. In this connection I wish to express my appreciation of the coöperation of Mr. Deems in reading the proof sheets of the entire work.

I am deeply grateful to Mrs. Francis E. Whitley, Chairman of the Women's Committee, Iowa Division, Council of National Defense, for general assistance. In addition to giving an account of the problems and accomplishments of the women's organizations, Mrs. Whitley gave freely of her time and counsel, read portions of the manuscript, and made suggestions for its improvement. Mr. R. R. Welday of Burlington, who was attached to the headquarters staff, and Mr. Burt J. Thompson of Forest City, who served as county food administrator and as a field representative of the

Food Administration for this State, both supplied valuable data and suggestions.

To the many other persons who coöperated with me in the collection and verification of data by answering questions and writing letters, my obligations are but inadequately expressed in the notes and references.

I am indebted to Mr. Benj. F. Shambaugh, Superintendent and Editor of the State Historical Society of Iowa, for encouragement and advice during the preparation of the manuscript. Dr. Ruth A. Gallaher read the manuscript, assisted in its editing, and compiled the index to the printed volumes. Miss Helen Otto assisted in the verification of the notes and references.

IVAN L. POLLOCK

THE STATE UNIVERSITY OF IOWA
IOWA CITY IOWA

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I

ORGANIZATION: THE UNITED STATES FOOD ADMINISTRATION

WHEN the United States entered the World War in April, 1917, the food situation confronting the United States and the allies was one of their most serious problems. Because of the shortage of shipping, the submarine menace, the distance to other sources, and the need of transports for troops it became more and more imperative to find the necessary food in the United States.

The United States Food Administration was created to meet this urgent need. But it is probable that food control in some form or other would have been adopted even if the United States had not entered the war, since both England and France were increasingly dependent upon America as the shortage of shipping made it more and more difficult to bring foodstuffs from remote parts of the world. Conservation and stimulation of production were being urged by Herbert C. Hoover as the immediate policy for this country even before the United States entered the war, and his argu-

ments for food control applied to the pre-war period as well as to the time of the war. He declared, for example, that the hardships of the consumers were due, in part, to speculative prices; that export prices were subject to the actions of the allied buyers; and that control was necessary on account of shipping difficulties within the United States. Mr. Hoover emphasized the fact that a new situation existed because the old distributive safeguards had been broken down by isolation from the reciprocal markets of the world and because there now existed neither a free export market nor free export transportation.¹

From April to August, 1917, prices fluctuated widely. In this connection Mr. Hoover urged that the "unbearable increase in the margin between producer and consumer is due to not only rank speculation, but more largely to the wide margin of profit demanded by every link in the chain [of distribution] to assure them from the great hazards of trade in the widely fluctuating and dangerous price situation during a year when all normal stabilization has been lost through the interruption of world trade and war."² The entrance of this country into the war emphasized the need for control.

As a participant the United States was vitally interested in the outcome. Aid had to be pro-

vided for the associates in the war, and it was of first importance to guard against the inevitable industrial unrest which would follow steadily rising prices. It became vital, therefore, to protect the long term interests of producers and consumers.

THE LAW CREATING THE FOOD ADMINISTRATION

On May 19, 1917, President Wilson outlined the administration plan for food control. Asking for very broad powers in order to meet the emergency, he proposed "to draw a sharp line of distinction between the normal activities of the Government represented in the Department of Agriculture in reference to food production, conservation, and marketing, on the one hand and the emergency activities necessitated by the war in reference to the regulation of food distribution and consumption on the other." The measures to be administered through the Department of Agriculture were to be handled as in normal times; but "the powers asked for over distribution and consumption, over exports, imports, prices, purchases, and requisition of commodities, storing and the like, which may require regulation during the war were to be placed in the hands of a commissioner of food administration appointed by the President and directly responsible to him."³

As a part of this plan the President asked Congress for power to authorize inquiries into the existing stocks of foodstuffs, to determine costs and practices in the producing and distributing industries, to prevent unwarranted hoarding, and to requisition, when necessary, food supplies for the public use. He asked also for authority to establish prices, "not in order to limit the profits of farmers, but only to guarantee to them when necessary a minimum price which will insure them a profit where they are asked to attempt new crops and to secure the consumer against extortion by breaking up corners and attempts at speculation when they occur by fixing temporarily a reasonable price at which middlemen must sell." It was at this time that President Wilson announced the appointment of Herbert C. Hoover as Commissioner for the Food Administration.⁴

There was much opposition to the Food Control Bill (H. R. 4961) in Congress; nor was all of this opposition removed, although the bill was amended many times. It finally went to conference and after a long contest was agreed upon, passed by both houses of Congress, and signed by President Wilson on August 10, 1917. The following summary gives the more important features of the act.⁵

The title of the statute read: "An Act to pro-

vide further for the national security and defense by encouraging the production, conserving the supply, and controlling the distribution of food products and fuel.”

Section one declared that by reason of the existence of a state of war it was essential for the national security and defense, for the successful prosecution of the war, and for the support and maintenance of the army and navy that the government assume control of certain enumerated commodities in order to assure an adequate supply of them and their equitable distribution. Such control was authorized to be established and maintained over the supply, distribution, and movement of food, feeds, fuel—including fuel oil and natural gas, fertilizer and fertilizer ingredients, tools, utensils, implements, machinery, and equipment required for the actual production of foods, feeds, and fuels. All commodities mentioned were called necessities. In the exercise of governmental control the President was authorized to make such regulations and issue such orders as were necessary to carry out the provisions of the act.

Section two authorized the President to enter into voluntary arrangements or agreements, to create and use any agency or agencies, to accept the services of any person without compensation, to coöperate with any person or agency,

and to utilize any department or agency of the government in carrying out the provisions of the act.

Section three attempted to prevent interested persons acting as volunteers or paid agents from improperly influencing transactions under the act for their own benefit.

Section four made it unlawful for any person to destroy willfully any necessities, for the purpose of enhancing the price or restricting the supply thereof; knowingly to commit waste or permit preventable deterioration of any necessities; to hoard necessities, as defined under section six; to monopolize or attempt to monopolize necessities; to engage in discriminatory, unfair, or wasteful practices; or to make unjust or unreasonable charges in handling or dealing with necessities. It was also forbidden to combine, conspire, or agree with any other person to restrict the supply, distribution, or manufacture of necessities in order to enhance the price, or to exact excessive prices for any necessities.

Section five authorized the President to license the importation, manufacture, storage, mining, or distribution of any necessities. After the announcement that such a license was required no person was permitted, after a date fixed, to engage in the importation, manufacture, storage, mining, or distribution of any necessa-

ries unless he held the prescribed license.¹ In case any storage charge, commission, profit, or practice of any licensee was found to be unjust, unreasonable, discriminatory and unfair, or wasteful, the President was given authority to order such licensee, within the time prescribed in the order, to discontinue the objectionable practice and he might also decide what was a just, reasonable, nondiscriminatory, and fair storage charge, commission, profit, or practice. This section, however, did not apply to the producer of agricultural products, to coöperative associations dealing with agricultural products produced by their members, to retailers whose business was less than \$100,000 per annum, nor to common carriers.

Section six provided that necessities should not be hoarded beyond the reasonable requirements of the individual or business. This section did not apply to boards of exchange and trade, covered by section thirteen, to agricultural producers, nor agricultural coöperative agencies, if such boards, producers, and agencies handled products produced by individuals or members of such agencies.

Section seven provided for the disposal and distribution of commodities which had been unlawfully hoarded.

Section ten provided that the President might

requisition food, feeds, fuel, and other supplies necessary for the support of the army and navy and for the public service.

Section eleven authorized the President to purchase, store, and provide storage facilities for wheat, flour, meal, beans, and potatoes, and to sell these commodities at reasonable prices. In other words, the government was authorized to become a dealer in the particular necessities mentioned.

Section twelve provided that, so far as it was necessary to secure an adequate supply of necessities for the army and navy or for other public use, the government might take over and operate any factory, packing house, pipe line, mine, or other plant in which the necessities were being manufactured or mined. When such establishments were no longer necessary for the purposes named, they were to be restored to the person entitled to their possession.

Section thirteen authorized the President, if he found it necessary to prevent enhancement, depression, or fluctuation of prices, or to prevent injurious speculation, manipulation, or quotation — all of which were called evil practices — to prescribe regulations for the exchanges, boards of trade, and similar organizations dealing in necessities in order to prevent such evil practices.

Section fourteen provided that when the President found that the production of wheat required stimulation he might guarantee for a period not to exceed eighteen months a price which would insure producers a reasonable profit. No. 1 northern spring wheat at the principal interior markets was to be made the basis upon which the guaranty for the various crops was to be calculated. The section further provided an absolute guaranty of \$2.00 a bushel at the primary interior markets for No. 1 northern spring wheat of the crop of 1918. The President might increase the importation tariff on necessities if he found this advisable, to prevent undue importation from other countries.

Section fifteen provided that after thirty days from the approval of the act, no foods, fruits, food materials, or feeds should be used for the production of distilled spirits for beverage purposes. No distilled spirits were to be imported into the United States. The President was also authorized to limit the use of food and food materials and feeds in the production of malt and vinous liquors, whenever he regarded such limitation as essential in order to assure an adequate and continuous supply of food.

Section sixteen authorized and directed the President to commandeer all distilled spirits in bond or in stock at the date of the approval of

the act. He could order the redistillation of such spirits to meet the requirements of the government in the manufacture of munitions and military and hospital supplies.

Section eighteen appropriated \$2,500,000 for expenses in connection with the act.

Section nineteen appropriated \$150,000,000 as a working capital to be used in carrying out the business operations authorized by the act.

Section twenty-two provided that if any part of the law was found to be invalid by the Supreme Court of the United States, this should not invalidate other parts of the law.

Section twenty-three provided that the word "person" as used in the act should include individuals, partnerships, associations, and corporations.

Section twenty-four provided that the provisions of the act should cease at the termination of the existing war between the United States and Germany.

Section twenty-seven authorized the President to procure nitrate of soda to increase the agricultural production during the calendar years of 1917 and 1918, and to sell the same for cash, \$10,000,000 being appropriated for this purpose.

Wherever in the act provision was made for

the President to requisition or take over any commodity or plant, he was to pay just and reasonable compensation, and such compensation was to include proper maintenance and depreciation charges and reasonable profits. If the compensation proposed by the President or his agent was not acceptable, he was to pay seventy-five per cent of the amount determined by him as reasonable, and the aggrieved party could bring suit for the remainder in the United States courts.

Wherever the President was authorized to enter into business relations the money received for the sales of the commodities might be retained by him as a rotating fund to be used in the continuance of the business.

In each of the mandatory provisions penalties were provided in the form of heavy fines and imprisonment.

The carrying out of the second portion of President Wilson's food plans was made possible by the enactment of the Food Survey Act which was approved on August 10, 1917. This measure requires attention because its purpose was to provide increased conservation and production of food. Under its provisions the authority given to the Secretary of Agriculture was to cease not later than the beginning of the

next fiscal year after the termination of the war with Germany. The Secretary was authorized to investigate the basic facts relating to the production and distribution of foodstuffs and any articles required for their production and distribution. He was also authorized to purchase, store, and sell seeds.

To carry out the provisions of the act appropriations of money were made for the following purposes: first, for the prevention, control, and eradication of the diseases and pests of live stock, for the enlargement of live stock production, and for the conservation and utilization of meat, poultry, dairy, and other animal products; second, for procuring, storing, and furnishing seeds, the funds to be used as a revolving fund for a certain time; third, for the prevention, control, and eradication of insects and plant diseases injurious to agriculture, and for the conservation and utilization of plant products; fourth, for increasing food production, eliminating waste, and promoting conservation of food by educational and demonstrational methods through county, district, and urban agents; fifth, for gathering authoritative information in connection with the production, distribution, and utilization of food; and sixth, for miscellaneous items.⁶

After the enactment of the Food Control Law

the regulation system developed rapidly. In order to furnish a background for an understanding of the work of food conservation in Iowa it will be necessary to present very briefly the main features of the regulation of food in the United States; and in this connection it is necessary to know something of the plan of the organization devised to carry on the work. When Mr. Hoover issued his first plans for food administration on May 19, 1917, he said that the essence of all war administration would fall into two phases: first, centralized and single responsibility; and second, delegation of this responsibility to decentralized administrative organs.⁷

In accordance with this plan of centralized responsibility for policies and decentralized administration two general divisions of the Food Administration were created. The first of these was the Central Food Administration at Washington; the second division was the Federal Food Administration for the several States.

THE FOOD ADMINISTRATION AT WASHINGTON

The Food Administration at Washington began with a small personnel and few functions, but it expanded rapidly into an organization of about two thousand persons and many functions. The work involved a series of problems.

As each new problem arose someone was selected to handle it, and he in turn selected the necessary associates. In this manner the following divisions were set up: popular education, the organization of the households, the support of the activities of the States, the control of commodities, the control of the distributive systems of the country, the conduct of the grain trade, statistics and planning, and hotels and restaurants. With the passing of particular problems modifications were made to meet the new situations. Old divisions were abolished or modified and new ones were established. In accordance with a previously announced plan, Mr. Hoover accepted the voluntary services of a large number of representative men and women from various parts of the United States, and from the beginning the work was conducted upon the principle of volunteer coöperation under the law.⁸

THE FEDERAL FOOD ADMINISTRATION IN THE STATES

The work of the Food Administration within each State was put under the immediate charge of a Federal Food Administrator for that State, who served without compensation. It was the duty of the State Food Administrators to administer the provisions of the Food Control Law in so far as they applied to State matters,

and to coördinate the food activities in their respective States with the work of the United States Food Administration.

The organization within the several States varied according to local conditions and needs. The central administration offered suggestions relative to the State organizations, but declared: "It is not the policy of the Food Administration to in any way dictate the method of organization to be adopted by the Federal Food Administrators or their local administrators".⁹ Each State organization included a Federal Food Administrator, upon whose staff there were a State merchant representative, a home economics leader, an educational director, a library director, and directors for other special fields.

The Federal, district, and county administrators served without pay. They acted as representatives of the Federal Food Administration in their respective States and Territories, executed the detailed programs of the Food Administration, carried to the people the necessity for conservation, and administered distribution plans such as that for sugar certificates.

The connecting link between the several State organizations and the central office at Washington was the States Administration Division of the Washington office, which was charged with

the duty of keeping constantly in touch with the Federal Food Administrators for the several States. The functions of this division were as follows:¹⁰ first, to maintain personal touch with the administrators, including visits to them in their respective States; second, to keep the administrators informed as to the activities of the Food Administration, by obtaining information from the various divisions at Washington for transmission to the administrators, either in writing or by personal visits; third, to keep the various divisions of the Food Administration informed as to the activities of the administrators, so that the divisions might have such information to assist them in their work; fourth, to keep each administrator informed as to the activities of the other administrators, so that all might derive benefit; and fifth, to be the division of the Food Administration to which the State Administrators might freely refer their problems.

ADMINISTRATION OF THE LAW WITH REGARD TO CONTROL

The chief features of food control in the United States were: first, a general system of centralized licensing which operated over the great mass of food commodities; second, special measures for meeting the wheat and sugar situation; and third, coöperation with producers,

and mandatory action with regard to other important groups of fundamental commodities.

The General System of Licensing.—The power to license the manufacture and handling of certain commodities was given to the Food Administration by section five of the Food Control Act. This law authorized the President to prescribe regulations for the issue of licenses and requirements for accounts to be kept by licensees. In case any practice of the licensee was found to be unjust, discriminatory, or wasteful, the President could order such practice discontinued. The licensing system, however, did not include farmers, common carriers, or retailers. And according to the law a retailer was deemed to be a person, copartnership, firm, corporation, or association not engaging in the wholesale business whose gross sales did not exceed \$100,000 per annum.

On August 14, 1917, the President issued a proclamation applying the license principle to certain groups of trades and commodities and promulgating the general and specific rules governing such licenses. This order required "all persons, firms, corporations, and associations engaged in the business of either storing or distributing wheat or rye as owners, leasers, or operators of warehouses or elevators, and

all persons, firms, or corporations, and associations engaged in the business of manufacturing any products derived from wheat or rye (except those operating mills and manufacturing plants of a daily capacity of 100 barrels or less and farmers and cooperative associations of farmers)" to secure a license on or before September 1, 1917. By a proclamation issued on September 7, 1917, importers, manufacturers, and refiners of sugar and manufacturers of sugar syrups and molasses were required to obtain licenses by October 1, 1917. By proclamation of October 8, 1917, the importers, manufacturers, storers, and distributors of sixty-four staple commodities — including beef, pork, mutton, fish, poultry, eggs, milk, butter, cheese, flour, sugar, cereals, lard, beans, peas, fruit, certain vegetables, and several varieties of canned goods — were required to secure licenses before November 1, 1917. Manufacturers of bakery products were required to secure licenses by December 10, 1917, and dealers in white arsenic and insecticides containing arsenic, and persons manufacturing and dealing in other insecticides were required to secure licenses by the same date.

The Food Administrator reported at the close of 1917 that "the importation, manufacture, and distribution of all staple food commodities

have now been placed under license, and regulations have been prescribed along the necessary lines.”¹¹

Subsequent proclamations brought under regulation producers and distributors of commercial mixed feeds, maltsters, salt water fishermen, and manufacturers of tomato, wheat, and rye products, and other food commodities. Producers of fermented beverages containing more than a certain per cent of alcohol, producers and distributors of certain kinds of fish, ginnerers and buyers of cotton seed, and operators of poultry and egg-packing plants were included in the next group required to have licenses. The fertilizer industry was soon thereafter put under control and on June 20, 1918, the licensing system was applied to trading in farm implements.

This enumeration does not exhaust the list but it will serve to indicate the enormous scope of the licensing system. “During the year, 1918, licensing was extended until substantially all manufacturers and wholesale distributors of the staple food and feed products were under license.” The success of the system depended partly upon the thoroughness with which the local administrative agents enforced the orders and partly upon the information service which brought to light infractions of the law.¹²

Detailed rules and regulations were issued to show how the licenses were controlled and the purposes they served. The Food Administration was to see that the producer had a free outlet and a ready market, that there was no manipulation or speculation in foods, no hoarding of foods, no unreasonable profits, and that discriminatory, deceptive, and wasteful practices which might restrict supply or distribution be stopped. Effective machinery for enforcement was provided by the Food Control Law.¹³

The principal purposes of the licensing rules were threefold: "first, to limit the charges by every licensee to a reasonable amount over expenses and forbid the acquisition of speculative profits from a rising market; second, to keep all food commodities moving in as direct a line and with as little delay as practicable to the consumer; and third, to limit as far as possible contracts for future delivery and dealings in future contracts, in order to secure a more even distribution at fairly stable prices to all proper buyers, and to limit a fruitful source of speculation." The rules were also formed to eliminate various trade practices which tended to raise the price to the consumers or prevent the producer from receiving his proper share.¹⁴

Although the licensing system did not include retailers the retailer could be made to feel the

pressure of the law if he violated its provisions. This control was secured through an order issued by the Food Administration by which licensees were forbidden to sell food commodities to retailers who were violating the provisions of the Food Control Act "by making any unreasonable rate or charge in selling or otherwise handling or dealing in such commodity, or by holding, contracting for, or arranging for any quantity thereof in excess of the reasonable requirements of his business for use or sale by him for a reasonable time." Through this order the thousands of small retailers of food throughout the United States were, while exempt from the licensing clause, subject to other provisions of food control. Legally they could not hoard, monopolize, waste, or destroy food products or conspire with others to restrict production and sale, nor could they exact excessive prices. No penalty was provided in the law but such offenders could be reached by shutting off supplies from the licensees. It will be seen later how this order was made effective through the establishment of fair lists and through local price interpreting committees.¹⁵

Special Measures Aside from Licensing.—Special measures were taken by the Food Administration to meet the situation with regard

to wheat and flour, sugar, live stock, and meats. The first control instituted was that of wheat. Wheat was selected for special treatment because it is one of the most important articles of consumption and because of the inadequacy of the available supply. The shortage in production in 1917 and the increasing shortage in shipping made the allies almost entirely dependent upon the United States for their import supply of wheat and flour. It was important that production be stimulated, that reasonable prices be maintained for domestic consumers, and that speculation be eliminated. The problem could not be handled entirely by means of voluntary conservation. The Food Control Act gave the President very broad powers over the storage and exchange operations in wheat, and these powers were fully exercised. A basic price for wheat was fixed and the Grain Corporation was established.¹⁶

On August 15, 1917, the President announced the appointment of a committee to ascertain a fair basic price for wheat for government purchase and at the same time announced the plan of the organization through which the governmental agencies would operate. The fair price committee consisted of producers, dealers, and consumers of wheat. On August 30, 1917, the President announced that a price of \$2.20 per

bushel had been fixed for No. 1 northern spring wheat or its equivalent at Chicago. A differential was fixed for the various markets. In recommending the price the committee stated that it had taken into account both the necessity for encouraging the producers and the necessity for reducing the cost of living to the consumers; that a fair price should be based upon the cost of production for the entire country, plus a reasonable profit.¹⁷

The Food Control Act authorized the President to guarantee the price of prospective crops as well as to purchase wheat for the government; and in accordance with this authority a proclamation was issued guaranteeing the price for the 1918 wheat crop at essentially the same prices paid for government purchases. By proclamation of September 2, 1918, President Wilson guaranteed a price for the wheat crop grown in 1919.¹⁸

The Grain Corporation.—The special provisions for wheat in the Food Control Act necessitated the creation of a new governmental organization. Special machinery had to be devised for government purchase, first in order to obtain wheat on government account, and second, in order to maintain the guaranteed minimum price. On August 12, 1917, the Food

Administration announced that the government would open agencies for the purchase of all wheat at the principal terminals — these agencies to take the place of the broken-down marketing machinery of commerce. “In undertaking the purchase of wheat, it was determined to dislocate the normal machinery of the grain and other trades, to the least degree possible, consonant with the elimination of speculation, and, therefore the Food Administration determined to make its purchases at the primary interior terminals through the already existing marketing machinery of the country, and to follow the customs of the trade as closely as possible in its operations. Finance for these operations was provided by the United States Treasury, but the ordinary machinery of the Treasury for making purchases and receiving money for routine government expenditure, was found ill-adapted to trading operations.”¹⁹

Following the precedent of the Emergency Fleet Corporation, the President, therefore, by executive order of August 14, 1917, authorized the creation of the Food Administration Grain Corporation with a capital of \$50,000,000 — all of which was owned by the government. The direction of this corporation was placed in the hands of the Grain Division of the Food Administration. A wheat purchasing division and an

auditing division were created at the same time, and representatives were appointed to represent the Grain Division at the various terminals.²⁰

The capital of the Grain Corporation proved to be inadequate, and so, by an executive order of June 21, 1918, the capital was increased to \$150,000,000 and the Food Administration was directed to subscribe for this additional capital stock and to pay for it out of the \$150,000,000 appropriated by section nineteen of the Food Control Act.²¹

This new order was to serve two purposes: first, to enable the Food Administration to make the necessary readjustments in wheat prices to cover the increase in railway rates; and second, to make effective the government's price guarantee to the farmer.²²

The corporation was authorized to purchase at the guaranteed price all the wheat offered at any principal primary market designated in the proclamation of February 21, 1918. Producers could sell either to commission merchants or direct to the Grain Corporation. Country elevators and buyers were entitled to receive fair compensation for their services in the handling and marketing of grain—such charges to be deducted from the terminal price of wheat. Remittances were made on the basis of weights and grades reported to the Grain Corporation

at government prices after deducting one per cent administrative charges for the service.²³

The Sugar Equalization Board.—Sugar was one of the few commodities over which the government exercised direct control. In October, 1917, an agreement was made with the refiners of the country whereby the purchase of raw sugar was assigned to the International Sugar Committee composed of representatives of the allies and of the Food Administration, and the control of the entire 1917-1918 Cuban crop was secured. This sugar was allotted among the refiners in the United States and a part to the Royal Commission by the International Sugar Committee; and an agreement was made between the refiners and the Food Administration whereby the refiners were limited to a fixed margin per pound between the cost of raw sugar to the refiner and the wholesale selling price. Agreement between the Food Administration and the domestic producers stabilized the price of sugar produced by them. This system worked out satisfactorily and was easy to maintain because the purchase of the Cuban sugar crop at a definite price through the International Sugar Committee fixed a base upon which to stabilize the price of refined sugar.

Changed conditions, involving increased cost

of production, made it necessary to determine a new method for handling the 1918-1919 crop. The Administration wished to stimulate domestic production and maintain the necessary supply. Therefore, a price was fixed for beets as well as a wholesale price for domestic cane sugar. Cuban sugar could be produced more cheaply. In order, therefore, to protect its agreement with the domestic producers, it was necessary for the Food Administration to find a method of handling the Cuban sugar so that the price of sugar from all sources, both foreign and domestic, would be equalized at a price that would be fair to the consumer and at the same time encourage continued production. In order to do this the United States Sugar Equalization Board, Incorporated, was created under the laws of Delaware on July 31, 1918, with a capital stock of \$5,000,000 subscribed for in the name of the United States by the President and paid for at par out of his appropriation.

This corporation was to purchase the raw sugar supply from Cuba and sell it to the refiners at a uniform price and thus effect the stabilization and the equalization of the price of sugar throughout the country. The corporation established a moderate basic price for sugar at all refining points in the United States. In October, 1918, it entered into an agreement with

a Cuban commission and with agents of various Cuban producers for the purchase of the entire Cuban sugar crop of the year 1918-1919. Through the agency of this board and through the regulation of distributors by licenses the United States Food Administration controlled directly the sugar supply and the price.²⁴

ENFORCEMENT

Enforcement of the law and of the regulations regarding licenses was placed in the hands of an Enforcement Section which directed and coördinated the activities of the Federal Food Administrators and their assistants in the several States. In order to have data on the practices of merchants, John Skelton Williams, Comptroller of the Currency, was called upon to request the national banks in cities and towns of over three thousand population to designate persons who would be willing to report regularly to the Food Administration the prices charged by retail grocers and other food dealers for thirty principal commodities — the work to be performed without compensation.²⁵ As the Federal Food Administration became organized in the various States, retail price correspondents rendered weekly reports to the statistical division of the Food Administration in Washington, and where the reports were

regularly and carefully prepared the retailer who used unfair methods was detected and punished.²⁶

This system was not developed until comparatively late in the year 1918. Its success depended wholly on the readiness and persistence of the volunteer price interpreting committees. Reports of violations were also received from consumers, from members of the trade, from the Bureau of Chemistry in the Department of Agriculture, and from other sources. Investigations of cases reported were made and, if justified, action was taken to revoke licenses. Where criminal proceedings were deemed necessary, recommendations to that effect were made to the Department of Justice.

II

ORGANIZATION: THE UNITED STATES FOOD ADMINISTRATION FOR IOWA

ON May 19, 1917, Herbert C. Hoover first announced his plans for food administration and called on the country to render voluntary assistance in carrying out the scheme. In a statement to the press he set forth five cardinal principles of food administration:

First. That the food problem is one of wise administration and not expressed by the words "dictator" or "controller," but "food administrator."

Second. That this administration can be largely carried out through the coordination and regulation of the existing legitimate distributive agencies of the producers, distributors, and consumers.

Third. The organization of the community for voluntary conservation of foodstuffs.

Fourth. That all important positions, so far as may be, shall be filled with volunteers.

Fifth. The independent responsibility of the food administration directly under the President, with the cooperation of the great and admirable organization of the Department of Agriculture, the Department of Commerce, the Federal Trade Commission, and the railway executives.²⁷

Food administration, said Mr. Hoover, falls into four great branches: "first, the control of our exports; second, the instrumentalities which we set up in an endeavor to regulate trade to the exclusion of both legitimate and illegitimate speculation; third, the mobilization of the women and men of the country engaged in personal distribution as actual members of the food administration to carry out, so far as their circumstances permit, the advice and directions which we give to them toward national conservation; fourth, the erection in every State in the Union of some form of food administration and the decentralization of our functions so far as possible into the State administrations, we to support them in interstate matters and to advise and cooperate with them."²⁸

As has been noted, Mr. Hoover's theory of administration was to *centralize* responsibility and ideas and *decentralize* administration. As soon, therefore, as it appeared that the Food Control Act would be enacted into law, Mr. Hoover began the selection of Food Administrators for the several States. The procedure followed in selecting these administrators was approximately the same for all. Letters were written to the Governor, and to a few other prominent men in the State asking that they suggest the names of men who, in their opinion,

would make a good Food Administrator for the State. Since it was expected that the service would be voluntary upon invitation and would carry no compensation and involve quite an appreciable sacrifice both in time and money the number of available candidates was limited.

Altogether some eight or ten names were suggested to Mr. Hoover by his correspondents from the State of Iowa. J. F. Deems of Burlington was recommended both by Governor Harding and by C. E. Perkins of Burlington. Mr. Deems seemed to have the necessary qualifications: he was a large property owner, a successful farmer, a good executive, and a former railroad man with wide experience in organization.

On July 5, 1917, Mr. Deems received the following telegram from Mr. Hoover:²⁹

When Congress passes pending Food Legislation President Wilson proposes to appoint a Federal Food Commissioner for each State to serve without compensation and to administer the many important functions which will arise in coordinating the work of the Food Administration here with the various activities in your State. Each Commissioner would cooperate closely with the Governor and all State Organizations. Can I count on your being available and could you come to Washington to discuss the matter? Would be glad if you could arrive next Tuesday when representatives

from a number of other States will be here and remain over Wednesday. I appreciate that I am asking much of you but these are times of stress and I sincerely hope you can come. Kindly consider confidential and wire answer.

In response to this telegram Mr. Deems wired his acceptance of the commission and later in the month met with Mr. Hoover in Washington in accordance with his telegraphic request. After discussing matters and receiving some instructions, he returned to Iowa and immediately undertook the organization of the Food Administration for this State. And so on July 21, 1917, Mr. Deems gave up practically all of his own business activities and began work as State Federal Food Administrator at one dollar a year.

The work was at first carried on by Mr. Deems and his secretary, Miss Julianne Doane, at his country residence near Burlington. On August 1, 1917, headquarters for the Federal Food Administration for Iowa were opened on the eighth floor of the Iowa State Savings Bank Building, Third and Jefferson streets, Burlington, Iowa. At first two rooms only were occupied, later a dozen rooms comprising almost the whole floor of the building were used, and in addition storage rooms in other buildings were required. The Burlington headquarters were

contributed rent free by the Iowa State Savings Bank of Burlington.³⁰

The Food Control Bill became a law on August 10, 1917, and on the following day, Mr. Deems wrote to Mr. Hoover describing the conditions in Iowa.³¹ He called attention to the Iowa War Emergency Food Committee and its campaign to increase production and to the fact that Iowa was one of the great agricultural States of the Union and a producer of staple cereals and meat. "We have", he said, "few factories, few millionaires and fewer paupers. As a result of all this we have a very limited number of elaborate and expensive domestic establishments and fewer extravagant and wasteful hotels and restaurants.

"It is probably safe to say that in 97% of the homes of Iowa the wife or other member of the breadwinner's family constitutes the entire domestic organization, in many cases with incomes, especially in the past, so limited that economy of the strictest kind was not a matter of choice, and the habits forced upon them in those days remained with them in these more prosperous times, so that it is improbable that correspondingly radical results can be achieved in the way of economy in the actual living expenses as might be expected in States differently circumstanced."

Mr. Deems stated that the Iowa Council of National Defense was very complete, being organized down to the townships and voting precincts; that this organization was active and effective; and that it would be unwise to build up any separate organization. At the same time he indicated his willingness to alter the scheme if later developments seemed to warrant the change.

About the same time Governor Harding sent a letter to all of the county members of the Iowa Council of Defense endorsing Mr. Deems and the Food Administration. This letter explained the purpose of the Food Administration and its scheme, in so far as it was understood at that time, and called upon the members of the Council to support the Food Administration in its activities throughout the State.³²

Governor Harding's letter to the county representatives of the Iowa Council of Defense was followed by a statement from Mr. Deems addressed to the same group.³³ He voiced his appreciation of the Governor's support and stated that no specific plan or line of action could be laid down for guidance for any considerable length of time; but the Food Administration organization must be kept intact and ready for action whenever occasion should arise. The first task before the Administration, he de-

clared, would be the distribution of the food conservation pledge cards — a task that would be handled by the Women's Committee of the Defense Council.

This correspondence indicates the lack of definite ideas as to what the province of the Food Administration should be — a natural condition, since no complete program had been formulated by the Federal headquarters. Mr. Deems was simply trying to get his bearings and to indicate to those with whom he expected to work something of the purpose of the projected administration.

Under date of August 18, 1917, Mr. Deems received notification of his formal appointment by President Wilson as Federal Food Administrator for Iowa in pursuance of the recommendation made by Mr. Hoover.³⁴

At the outset the program for the Food Administration was somewhat indefinite, the first steps being in connection with the completion of the State-wide organization. The initial project of any size to be put through by the Food Administration was the food pledge card campaign in the autumn of 1917. On September 19, 1917, R. E. Logsdon joined the headquarters staff as executive secretary and at once began work on the campaign which will be described later. When appointed as Federal Food Administra-

tor for Iowa, Mr. Deems was already a member of the State Council of National Defense, the Food and Crops Committee, and the Iowa War Emergency Food Committee.

The United States Food Administration having recommended a State organization with representatives in each county, Mr. Deems on November 1, 1917, sent a letter to one or both of the men who had been appointed by the Governor to serve on the County Council of Defense for each county, stating that the county food administrators were to receive their appointments direct from Washington. He emphasized the importance of an earnest working organization and the importance of the work to be done, and asked the consent of these men to the presentation of their names for confirmation as county food administrators for their respective counties. Some of the members expressed a willingness to serve in this capacity; some declined on account of other activities; but in about fifty counties one or both of the county food administrators were members of the County Council of Defense.

In the instances where the members declined to serve as county food administrators Mr. Deems asked them to suggest the names of men who would be available and suitable for this work; and in most instances the men suggested

in this manner were asked to serve. The men usually accepted the appointment readily and probably with little realization of the importance of the work which they were to undertake, and surely with no idea that they would be called upon to devote so much of their time to the tasks involved.

Shortly after Mr. Deems had made his first appointments of county food administrators he sent to each one a letter in which the duties of the position were set forth. In this letter it was stated that the county food administrators, under the direction of the Federal Food Administration for the State, were to direct and control the work of food conservation in their respective counties; and that in counties where two administrators had been appointed the appointees were to share equally the title, rights, and duties and were to advise together in order that conflicts might be avoided. As stated in this letter, the idea at first was to have two food administrators for each county in order that no one might be overburdened with the work, and in order that the Administration might be well represented in event of absence from the county or illness of one of the administrators. Two administrators were appointed in about forty counties: in a few counties there were three administrators.

At this time — November, 1917 — the duties of the county food administrators were not very clearly defined. Federal Food Administrator Deems stated that their principal duty was the investigation of complaints regarding violations of the Food Administration's rulings and reporting to the State Food Administrator such complaints as the investigations proved to be well-founded. They were also to perfect a county-wide organization through which they could distribute Food Administration literature and rulings to the people; keep in touch with the women's committees; hold frequent public meetings to arouse patriotism; arrange upon occasion for large public meetings for speakers sent out by the United States Food Administration; and supervise the distribution of posters and publicity matter. The county food administrators were urged to surround themselves with competent and trustworthy volunteer aids — to whom upon request appointments were formally issued from the office of the State Food Administrator. They were furthermore instructed to appoint immediately a volunteer publicity man and a price interpreting committee.³⁵

With these few instructions the county food administrators began their work which was to grow in importance as time went on. By the

middle of December, 1917, Mr. Deems had completed the appointment of his staff of county food administrators for Iowa. The total number was about one hundred and sixty-five for the ninety-nine counties, which included two administrators in a large number of the counties. The majority of these county administrators first appointed served the Food Administration throughout the war. Many of them were also members of the County Councils of Defense, active in the loan campaigns, and in fact busy in all branches of war work. They served as volunteers without compensation and for the most part paid the office expenses required for the discharge of the duties devolving upon them as officers of the Food Administration. In a few counties office expenses were provided for by the board of supervisors.³⁶

A plan for a county food administration organization outlining the duties of each member was issued early in 1918, as a help to the county food administrators in the organization and instruction of their staffs; a copy of this plan was placed in the hands of every county food administrator in the State; and they were urged to make their organization complete and maintain it intact that it might be ready to carry out any project demanded by the Food Administration.³⁷

By June 1, 1918, the county food administrators had quite largely completed the organization of their staffs, which usually included a merchant representative, a clergy representative, a fraternal organization representative, a publicity representative, a hotel and restaurant representative, a bakery representative, a price interpretation committee, an enforcement division, and assistant county food administrators for each town and township in the county.

The policy followed in Iowa was that of carrying on all the business of administration through the county food administrators, and as the work to be done increased it became more and more important that the county organizations be as complete as possible. Although a continuous campaign was waged from the State headquarters to have county food administrators perfect their county organizations, it is a matter of fact that the organizations were never completed in some of the counties.

As the work of the organization became more definite and continued to increase in importance and scope, field representatives were sent out from the Burlington headquarters to visit the county food administrators personally and to advise with them about their work, their problems, and their difficulties of all kinds.

From the reports of these representatives we

learn of some of the difficulties encountered by the Federal Food Administrator for a State that as a whole coöperated remarkably well in every line of war work. Under date of September 30, 1918, one representative reported as follows:

Arrived in ————— at 6 P. M. Got hold of X [one of the C. F. A.'s] at eight and was with him until eleven. Sunday A. M. I got in touch with Y [other Co. F. A.] and had it out with him for three hours.

The situation was very bad. X is 70 years old, but physically active. He don't know the first principles of organization or having some one else do it for him. What he is unable to do himself "by main strength" is not done. Y originally was "off color" and possibly pro-German and has had a lot of trouble coming back. He has had nothing to do with the work for several reasons. X has assumed entire charge and control and there is the usual small town friction between them (both being in the same profession). Furthermore, the entire community and county is so ——— prosperous and satisfied that no one would believe that anybody was violating any food rules, altho no one that I talked with, knew what they were, including the Administrators.

They publish no bulletins, no system is in operation by which the merchants customers are checked up; they have no staff; there is no Price Interpretation Committee; the outside towns have never been visited;

they have no assistants in the townships; in fact the whole thing has been more or less of a go as you please affair. The only interest manifested by the people was in the Liberty Loan, which has been handled well and with great pride. The Council of Defense consists of 14 men all of whom live in ————. There is no township organization of any kind; the Pottawattamie plan has not been adopted. There was a disposition to feel that ———— County was all right on every proposition and no advice needed.

X feels that about 80 per cent of the Food Regulations are either ill advised or unnecessary, etc.

I had a hard time in breaking thru this atmosphere but finally got the men together and after a half days session in convincing them both that they had left undone much that should have been done and have created a disposition to get into the game with both feet.

I outlined the work as it should be done, showed them the way the work is being handled in other places; helped them get a comprehensive system worked out and ironed out their own differences.

As a result, Y (who is an able fellow) has absolutely agreed to be responsible for putting the system in working order, organize the entire county and see that the work is done hereafter. . . . If Y takes hold as he has agreed to do, X ought to be gradually eliminated.³⁸

Under date of October 17, 1918, a field representative or special organizer reported on another county in substance as follows:

The whole county is unorganized and inactive. An absolutely useless outfit is in control. The county food administrator knows nothing and does nothing. The whole town is in a sad condition. No one knows the food rules. No one would do anything until I told them that the Food Administration in ——— County was a sad failure and a disgrace to the State. The citizens then promised to remodel the organization and get the work done.

This special organizer outlined his plan of procedure as follows:³⁹ first, he would hold a personal conference with the food administrator and his staff relative to the local organization and special problems; then a public meeting was called to which all merchants, hotel, restaurant, and public eating house proprietors, members of the Council of Defense, clergymen, editors, bakers, representatives of women's organizations, and the like, were asked to attend so that the meeting would touch every township in the county. At such meetings the plans and purposes of the Food Administration were explained and an attempt made to secure coöperation among the people of the county. This field agent reported that the county organizations failed because they lacked system, organization, and definite work to do.

Difficulties were also frequently encountered in perfecting the women's organizations and

securing the coöperation of different groups. The State chairman of the Women's Committee of the State Council of Defense, Mrs. Francis E. Whitley, first appointed a chairman for each congressional district, and these in turn selected chairmen for the counties and cities of their respective districts. Sometimes there was friction and the city organizations demanded the privilege of working as an independent unit and even suggested the possibility that they would be unable to coöperate unless their city chairman was permitted to direct their organization independently of the county organization. Tactful management on the part of the State and district chairmen minimized these difficulties; and the small extent of the friction was really remarkable.

As stated above the policy pursued in this State was to have the county food administrators act for their respective counties, as the State Food Administrator acted for the State. They had full power of action within the rules and regulations. When in doubt, and for final decisions in cases of violation where penalties were imposed, they were obliged to refer to State headquarters for the correct interpretation of rules.⁴⁰

In June, 1918, Mr. Deems reported to the national headquarters that his most serious

problem was to secure the right men and get them to take charge of the organizations — a difficulty which was daily growing more serious. He mentioned the fact that one field representative was then giving all his time to traveling around the State for the purpose of learning the important problems of the county food administrators and strengthening their organizations; and he added that the plan was a good one and that he would be glad to add several more to his staff for similar work if it were possible to find the men.⁴¹

The State merchant representative and the State hotel and restaurant representative both had much difficulty in securing county representatives who would assume responsibility and actually do the work required. It seems, however, to have been most difficult to secure effective price interpreting committees, and notwithstanding a continuous campaign on the part of Mr. Deems and his field representatives to secure such committees in every county of the State, only about one-half of the counties actually had working price interpreting committees and at the time the armistice was signed several counties had not yet succeeded in effecting any sort of organization.

In a majority of the counties, however, the food administrators gave much time and energy

to their work, strove to keep their organizations complete, and endeavored to perform their duties as best they could. On the other hand, the county food administrators for some counties were office holders and seekers after political preferment and always acted only after they had considered what effect the proposed action would have upon their political fortunes. Consequently there was frequent "passing the buck" both in the matter of enforcement of the rules and regulations and in the matter of securing and supporting an active price interpreting committee.

Still other county food administrators were busy with other matters or indifferent and did not take their duties seriously. They were complaisant and satisfied and felt that most of the Food Administration rulings and suggestions were useless. Consequently, Federal Food Administrator Deems was forced to carry on a continual campaign for complete county organizations and the war ended before some of the county food administrators had selected a complete staff and before some of them had gotten into the spirit of the work.

One of the serious mistakes made in building up the Food Administration organization in this State was the policy of appointing two administrators in one county. In some counties this

led to jealousy and inaction because the food administrators could not agree; in other counties it led to inaction because there was so much required of the administrators that each wanted the other to do the work; and in still other counties, when action which might be unpopular with the people was required, each administrator waited for the other to go ahead. The result was a delicate situation. The Federal Food Administrator for the State did not wish to remove men whom he had asked to serve, and yet he did not wish to see the work neglected. The result was retardation and ineffective work in several counties; and further, the State headquarters gradually came to recognize one man as the active administrator and to look to him to carry on the work. In one or two counties where there were two county food administrators neither one was active, and a third man without formal appointment was recognized as the real food administrator.

Another difficulty was the indefiniteness of the work to be done. County food administrators while called upon to enforce rules and regulations of all kinds were at the same time instructed to secure voluntary adherence to these rules and not to visit penalties upon violators. One of the active field representatives of the Food Administration wrote to Mr. Deems

just before the end of the war that contact with many local administrators and observation of the work of the Food Administration in various parts of the State had led to the conviction that the one big reason why the county organizations were not being held together and were not accomplishing the results that they should accomplish was the lack of system and organization which would make a definite concrete accomplishment out of their efforts instead of an indefinite task. One of the great difficulties of the organization, he said, was the indefiniteness of the whole program; and so, he advocated the establishment of a complete system of reports from merchants which would accurately, definitely, and finally determine whether or not there had been violations on the part of the merchants or consumers in regard to the two most important food commodities.

“I feel”, said the representative, “that there is something inconsistent in my going about the State in an effort to impress upon the local organization as well as the people in general, the vital necessity of going on with our Food Administration and at the same time have it announced ‘that we do as little enforcement work as possible’ giving the people an opportunity to follow the bent of their good intentions.”⁴²

Local food administrators quite generally felt that the enforcement policy was too indefinite, and this feeling was shared with them by the Federal Food Administrator for the State. They wanted power to regulate and enforce by fixed rules and felt that little could be done without such sumptuary authority.

Perhaps another evil was over-organization. Whenever a new campaign was to be launched the importance of a complete organization was emphasized and county food administrators were called upon to build up new combinations every few weeks. The result was that in many instances, and in some counties chronically, paper organizations were built up which did not function. Protests were registered and instructions were disregarded.

One county administrator wrote to a field representative who was also a county food administrator as follows:

I am not much enamored with so much organizing. I notice that you have a fine organization in your county. We do not have so good a one here but I daresay that the violators are as few in _____ County as they are in your county. We do this work voluntarily and gladly although without compensation, and I wish the Chief Administrator and others would be a little more considerate about the amount of work they want to load on us. I feel that I have done

all this work that was necessary and accomplished fully as much as would have been accomplished with the much more complicated organization which they continually ask us to make.

At another time this same county food administrator wrote:

I think we are getting along very nicely in this county. We are accomplishing the object of very good and thorough conservation of food, and I am not so particular whether we have such a nice systematic organization as to know that we are getting results.

In general the county organizations had the full confidence of the people of their respective counties, but the following incident indicates that there were individuals who were convinced that the appointees were not representative.

One man, hereafter referred to as X, in Black Hawk County took exception to the way the Food Administration business was conducted in that county and registered a complaint upon every occasion. The high price of wheat flour substitutes probably furnished the foundation for his belief that the Food Administration was corrupt. Early in the year 1918 Mr. X wrote to Federal Food Administrator Deems a seventeen page letter in which the local administration was scored and vague charges of corruption were made. Mr. Deems replied in a courteous

tone, assuring him that the Administration was seeking to protect everyone alike. But Mr. X was not convinced. He wrote again and again to Mr. Deems until his letters became a cause for irritation. Mr. Deems replied several times very courteously and invited Mr. X to come to Burlington and talk over the situation. When he did not come Mr. Deems ignored his letters. Not satisfied with the treatment received at the hands of Mr. Deems, Mr. X wrote letters to the Enforcement Division of the United States Food Administration at Washington, to Mr. Hoover, and finally addressed a long letter to President Wilson, which was referred through proper channels until it finally reached Mr. Deems. In all of his letters Mr. X charged local corruption and demanded an investigation of conditions.

After a time his letters ceased, but the following petition signed by more than twenty-five hundred citizens of Black Hawk County was received by the United States Food Administration at Washington:

We the undersigned citizens of Blackhawk County, Iowa, believing that the local situation regarding the prices of food commodities is not conducive to the best interests of the consumers request that an impartial investigation be made by Government officials and that the prices of all food substitutes be reduced in

proportion to the genuine article. We further protest against the appointing on the Food Board of men who will be directly benefited through their commercial interests by such appointment. We further protest against non-representation of the people on such boards and ask for representation for the laborer and farmer believing as we do that such an investigation will bring about a more equitable price and tend to aid the people in this great crisis to be of greater assistance to the Government. We submit this signed petition requesting immediate action.

The Washington headquarters immediately requested information regarding the situation from Mr. Deems. He replied at length explaining the difficulty with Mr. X, and gave that gentleman credit for stirring up the trouble. He showed that the county organization in Black Hawk County was composed of representative men and that from that section alone had complaints come without enough definite information to enable the Administration to clear up the situation. The records show no order for investigation, nor do they show any final disposition of the petition. No more letters from Mr. X are on file, indicating that the incident was closed. It shows, however, that one trouble-maker could arouse dissatisfaction enough to embarrass the Food Administration for the whole State and it is probable that a

good many well-meaning citizens were left with a feeling of dissatisfaction and less faith in the agencies of the government.

In the meantime the work of the food pledge campaign was being carried on very largely by the women of the State under the able direction of Mrs. Francis E. Whitley, State chairman of the Women's Committee of the Iowa State Council of National Defense. Mrs. Whitley's organization followed the same plan as that of the Council of Defense, but was much more extensive. The chairman had just completed a term as president of the Federation of Women's Clubs of the State and had been an active member and officer of the federation for many years prior to this time. Consequently she had a wide personal acquaintance among the members of the women's organizations throughout the State. In a very short time she had a district chairman in each of the eleven congressional districts, and with the aid of these district chairmen she selected a woman in each county to act as county chairman. In the larger cities of the State, city chairmen were also selected to direct the work within the city. During the food pledge campaign the women perfected their organization until it extended out into every school district and voting precinct.

In the counties the county chairmen had a

representative or chairman for each township, the township chairmen had representatives in each school district. In the cities the city chairman had her ward chairmen, who in turn had their district and precinct leaders. So effective was this organization that the State chairman could get into contact with practically every woman in Iowa in a very few days. There are many counties in Iowa where meetings were held to discuss and plan war work in every schoolhouse in the county. By adopting the women's organization and inviting the county chairmen of the Council of Defense to become members of the Food Administration, Federal Food Administrator Deems soon had a very complete organization and events proved that the women's part of this system was a working organization.

It is of interest in this connection to note the change in the attitude of the State Council of National Defense and Food Administrator Deems toward the women of the State. When the Council was organized in Iowa the chairman of the Women's Committee was not regarded as a real member of the Council. And when the Food Administration for the State was organized the State Administrator looked upon the work the women might be able to do with something like tolerant indifference. As the war

progressed, however, it became clear that the women through their organization were accomplishing results with very little friction and much enthusiasm: that they were in fact the most effective war organization in the State. This being the case, it speaks well for the men that they fully recognized their mistake. The Iowa Council of National Defense took formal action and made Mrs. Whitley a member and a vice chairman of the Council and by resolution expressed commendation of the women's work. Food Administrator Deems officially stated that he placed great confidence in the work of the women's organization in assisting the Food Administration in every possible way. Among the forces which loyally and effectively coöperated with the Food Administration in "carrying on" none performed greater service in Iowa than the Women's Committee.⁴³

The women's organizations increased in numbers until there were actually several thousand women actively engaged in the work for the Food Administration, and they manifested an intense personal interest in the work throughout the many campaigns which were carried on in Iowa to make effective the plea for food conservation. On the occasion of the first anniversary of the Food Administration the Iowa Division formulated a war service

certificate which was presented by the State chairman of the Women's Committee, Mrs. Whitley, to her eleven district chairmen, her ninety-nine county chairmen, her twenty-five or more city chairmen, and about two thousand township chairmen and other diligent and faithful workers.

The certificates were signed personally by Mr. Hoover, by Mr. Deems for the Iowa Division of the United States Food Administration, by Mrs. Whitley as chairman of the Women's Committee, and by the district chairmen.

One of the things of which Iowa may well be proud is the vision of the chairman of the Women's Committee of the Iowa Council of National Defense. The appeal made by United States Food Administrator Hoover for the conservation of food was taken seriously in Iowa, and Mrs. Whitley steadfastly held to a program of conservation in directing the activities of the women of the State. Other lines of activity offered opportunity for more spectacular results and quicker recognition from the national headquarters. But Iowa women were told, and they believed, that food was the important thing. They worked throughout the war with the idea that the big thing to be done, especially in a great food producing State, was to increase production and to conserve food.

This policy of putting food conservation first made the organization of the women of great importance in the successful accomplishment of the Food Administration's program in this State. It took longer to get the men lined up and make them realize the importance of their duties as county food administrators. They readily accepted appointments; but in many cases they were slow in taking responsibility.

In March, 1918, the Sugar Division of the United States Food Administration for Iowa was organized by Federal Food Administrator Deems, and W. T. McElroy of Ottumwa, a former field representative, was made chief of the division with headquarters at Ottumwa. This division had charge of the distribution of sugar to the commercial users in the State. Of these there were 868 manufacturers of soft drinks and non-essentials; 867 manufacturers of essential food products using sugar; 3099 hotels, restaurants, and public eating places; 670 bakers; and 6708 retail grocers. A clerical force of from fifteen to twenty-five persons was required at the Sugar Division headquarters to issue certificates to users of sugar. In addition there were several assistants to the chief to help solve the many problems arising relative to the changing ration and the distribution of sugar for canning purposes.⁴⁴

The Flour Division of the Food Administration for Iowa was established on April 1, 1918, with Dallan G. Thompson, an expert miller and flour man, as chief of the division, with headquarters at Burlington. This division had supervision of the flour dealings of the 52 wholesale grocers, the 42 wholesale flour dealers, the 235 flour millers, the 3099 hotels, restaurants, and public eating places, the 6708 retail grocers, and the 670 bakeries of the State.⁴⁵

M. L. Parker was appointed State merchant representative in October, 1917, headquarters were soon opened at Davenport, and the work of organizing the retail merchants of the State for coöperation with the Food Administration began soon thereafter. The Milk and Ice Division was established in May, 1918, with W. T. Harper of Ottumwa, as chief of the division, with headquarters at Ottumwa. W. F. Miller established headquarters as chief of the Hotel and Restaurant Division at Davenport about the same time.⁴⁶

In addition to these divisions with separate headquarters the State organization included the following divisions and officers:

Paul Guelich, chief of the Enforcement Division, Burlington; Leon Brown, educational director, Des Moines; R. R. Welday, chief of the Bakery, Threshing, and Perishable divi-

sions, Burlington; C. F. Altstadt, chairman of the Bakers' Service Committee, Waterloo; C. G. Pauly, chief of the Mailing Division, Burlington; A. D. Blank, chief of the Division of Movies, Des Moines; Herbert R. Wright, State director for negroes, Des Moines; Burt J. Thompson, general field representative, Forest City; Oliver Longueville, field representative, Dubuque; H. C. Orrick, special investigator, Waterloo; G. E. Peterson, chief of Price Interpreting Bureau, Burlington; A. C. Stephenson, special investigator, Burlington; Ed. J. Canny, special investigator, Burlington; W. B. Barney, State Dairy and Food Commissioner, Des Moines; R. E. Pettigrew, assistant to chief of Hotel and Restaurant Division, Burlington; Frank J. Beard, assistant to chief of the Mailing Division, Burlington; Jesse Spurgeon, chairman of the Retail Service Committee, Ottumwa; Mrs. Francis E. Whitley, chairman of Women's Committee, Webster City; Miss Catherine J. MacKay, director of home economics, Ames; Miss Neale S. Knowles, director of home demonstration agents, Ames; Miss Alice French, director of propaganda, Davenport; Mrs. Max Mayer, State field representative, Iowa City; Mrs. T. Hedges, Jr., chief of the Volunteers Division, Burlington; Mrs. H. B. Boies, secretary of college women work-

ers, Waterloo; Miss Julia A. Robinson, library director, Des Moines; Miss Leona Call, chairman of the Educational Committee, Webster City; and Miss Julianne Doane, secretary to the Federal Food Administration, Burlington.

EXPENDITURES OF THE FOOD ADMINISTRATION

The work of the United States Food Administration was carried on for the most part by volunteer workers who received no salary and in many instances bore the expenses incidental to the work. Of the many hundreds of men and women who carried on the work in Iowa there were only a few who received compensation for the work. Federal Food Administrator Deems, most of the chiefs of divisions, and all the county food administrators were volunteers who received no compensation for their work in connection with the Food Administration activities. They gave of their time and energy, and the county food administrators in almost every instance paid their own office expenses.

The women workers did the same, and where it was necessary to have the services of a stenographer such services were paid for by the individual worker. During the food pledge card campaign in the autumn of 1917, the State, district, and county chairmen of the women's committees paid the greater part of the ex-

penses connected with the work which involved, in addition to their time, outlays for stenographic help, stationery, postage, telephone, telegraph, and transportation.

When Mr. Deems was first appointed Federal Food Administrator for Iowa he used his own office and had the services of his own private secretary. As the work developed offices were secured down town in Burlington, and at the time the armistice was signed the Food Administration headquarters was using a dozen rooms comprising almost one entire floor of an office building. Storerooms were required on other floors and suites of offices were occupied by divisions of the Food Administration in other cities.

Funds were provided by the United States Food Administration for the purpose of securing the services of an executive secretary and other necessary office help at the headquarters office. Funds were also provided for the purchase of office equipment and the payment of rent for the State and division headquarters. Stationery and printing were provided. Federal Food Administrators were granted mail franking privileges, and these same privileges were extended to county food administrators and to the State, district, and county chairmen of the women's committees. Telephone, tele-

graph, and transportation expenses incurred in the service of the Food Administration were provided for, and representatives of the Food Administration were allowed four dollars a day for expenses when they were away from home. In this manner the United States Food Administration bore a part of the expense burden. Assistant county food administrators and other staff members were at times provided with tax exemption on railroad fares when it was desirable to encourage them to attend meetings of Food Administration representatives.⁴⁷

Most of the printing for the Food Administration was done under the direction of the Washington headquarters; and all blank forms, pamphlets, leaflets, cards, posters, and other publicity and propaganda material were supplied ready printed to the Federal Food Administrators for the several States. In May, 1918, a policy of limited decentralized printing was adopted by the Washington headquarters and thereafter a part of the printing was done in the State, paper and envelopes being purchased from firms in Iowa.

There was more or less misunderstanding in regard to the use of the mail franking privilege. Dr. Zella White Stewart, county chairman of the women's committee for Johnson County, wrote to Executive Secretary Logsdon on De-

cember 26, 1917, that she had secured the name of every housewife in Johnson County and requested the use of the franking privilege in sending out food bulletins. The privilege was granted from the State headquarters two days later. State Councils of Defense were not granted the franking privilege, but material relative to or published by the State Councils was sometimes distributed through Food Administration channels. This practice was later ordered discontinued. Staff members of the Food Administration had to have a certificate of appointment acknowledged before a postmaster or a notary public before they could make use of the franking privilege.

When transportation was requested, detailed information concerning the travel had to be rendered. On account of the Iowa State law against tips to porters such expenditures were not allowed as legitimate items in this State.

In a questionnaire sent to all of the county food administrators in the State in October, 1918, the question, "Do you find expenses of the work a considerable financial burden?", was asked. Out of about sixty replies, thirty administrators answered in the affirmative and twenty answered in the negative. In three or four instances county boards of supervisors had made provision to take care of office expenses. One

commercial club and one military bureau had provided similar aid. The consensus of opinion as expressed in these replies was that the monetary expense could be borne, but the greatest burden was that the Food Administration work took up too much time and interfered seriously with private business activities. Several county food administrators expressed the opinion that the cash outlay made by them should be refunded.

It is not possible to state the actual expense incurred in carrying on the work of the Food Administration in the State. The chief items, however, can be ascertained. In May, 1918, Federal Food Administrator Deems submitted to the Washington headquarters an estimated budget for the fiscal year ending June 30, 1919. This estimate, which was exclusive of expenses which might be incurred by county and local administrators, totaled \$75,000 divided as follows: salaries \$37,800; traveling expenses \$9000; supplies \$3850; rentals \$3200; equipment \$1500; stationery \$2500; telephone and telegraph \$8000; and express and freight \$650.

As indicated in this estimate the salaries of employees constituted the largest single item. The establishment of the Sugar Division increased the expense for salaries by about \$1500 per month which was paid out of the funds of

the United States Sugar Equalization Board, Inc. Publicity material supplied to country newspapers in the form of "boiler plate" cost about \$500 per month. Printing, stationery, and traveling expenses were the other large items, although most of the printing bills for publications distributed by the State administration were cared for in Washington. Advice from the central headquarters in September, 1919, gave the total actual expenditure by the State Food Administration in Iowa as \$53,619.-75.⁴⁸

On December 30, 1918, Mr. Deems telegraphed to J. W. Hallowell that the total number of paid employees on January 1, 1919, would be fourteen; that the pay roll for January 1 to 15, 1919, would be \$962.50; and the the entire expense for the Food Administration in Iowa during January would not exceed \$1000 in addition to the pay roll. On February 15, 1919, there was but one paid employee of the Federal Food Administration in Iowa, and the pay roll ceased on March 1, 1919.

The service of men and women which was the most expensive item was supplied voluntarily and with no desire for compensation by those who acted as representatives of the Food Administration. They gave their time and energy, office room, supplies, and postage and asked for

nothing but the success of the undertaking. Many of the county food administrators and many county chairmen of the women's committees as well as State, district, or division chiefs devoted the greater part of their time and energy to their Food Administration activities. And these same men and women were at the same time active in other lines of governmental service either as members of the Council of Defense, loan committeemen, or four-minute speakers.

MEETINGS AND CONFERENCES

In order to improve the organization and to lead to better understanding and coöperation, conferences of the Food Administration representatives were held from time to time. At least four important conferences were held in Iowa during the year 1918. The first of these conferences was held in Des Moines on February 28th and was attended by the majority of county food administrators. Mr. Deems, Mr. Logsdon, and other members of the organization were in attendance, and plans for the improvement of county organizations were considered. The administrators got in touch with one another at this meeting and learned of new problems and new possibilities.

On May 6th a second general conference of

the county food administrators and the headquarters and division staffs was held in Des Moines. J. W. Hallowell of the Washington headquarters addressed this meeting, and in the evening the Des Moines Chamber of Commerce entertained the members of the conference at a dinner. A third conference which was attended by a number of county food administrators was held at Burlington on October 9th. This assembly was addressed by R. W. Boyden, chief of the Enforcement Division, F. W. Stone, of the States Administration Division, and M. E. Joffe of the Legal Department — all of the Washington headquarters of the Food Administration.

A fourth conference was held at Des Moines on November 26th. It was attended by the county food administrators and many of their assistants, the district and county chairmen of the women's committees, the members of the staff of the Food Administration and the county superintendents. Its purpose was to emphasize the need for increased conservation of food.

During the life of the Food Administration hundreds of conferences and informal meetings of business men and dealers in foodstuffs were held at the suggestion of Food Administration officials. The field representatives of the organization assisted the county food administrators and one or more meetings of business men were

held in almost every community to discuss the rules and regulations established by the Food Administration in its efforts to exercise food control.

General meetings of special classes of dealers were also held. Among the more important of these meetings was the "Win the War Convention" of retail grocers held at Des Moines on August 22nd in response to the call of the Food Administration.

Nearly two thousand retail grocers attended this meeting and discussed the conservation program with especial attention to the sugar situation. The complete staff of the Food Administration for Iowa attended this meeting, maintaining stations at which questions were answered. George E. Lichty of the Washington headquarters, Governor Harding, H. C. Larimer of Chariton, John F. Schaeffer, president of the Retail Grocers Association of Iowa, and other speakers delivered addresses.

Another important meeting was the conference of wholesale grocers with the officials of the Food Administration held at Ottumwa in September. At this meeting plans were developed for establishing a Retail Service Committee for the benefit of the retail grocers of the State, and Jesse Spurgeon of Ottumwa was made chairman. The chairman was authorized

to call on the credit men of the wholesale grocers for coöperation in establishing a system of uniform bookkeeping among the retail grocers. This work was extensively developed by the committee and promised to benefit the retail grocers of the State.

These meetings and conferences served to bring about a better understanding among all the parties concerned and tended toward a more effective organization and a better handling of the work by the several divisions of the Food Administration. They served also to secure more complete coöperation on the part of dealers and consumers.⁴⁹

Taken as a whole, the organization of the Federal Food Administration for Iowa was fairly complete and very effective. The women's committees were thoroughly organized throughout the State; while the great majority of county food administrators were energetic and effective, having their counties well organized for most purposes. The headquarters staff was well selected, and the various branches, divisions, and administrators coöperated very effectively, assuring for Iowa one of the most effective State divisions of the Food Administration in the Union.

III

CO-OPERATING ORGANIZATIONS

IN its continuous campaign for the conservation of food the Food Administration sought the support of organizations and groups of many kinds. A close relation was maintained throughout with the churches, the fraternal orders, the women's organizations, the traveling men, and the civic societies of the State. Their coöperation was practically unanimous and the services they rendered were of inestimable value. Whenever a special campaign was to be put on or when a special appeal or ruling was to be made, the Food Administration worked through these groups almost as though they were a part of its own organization.

More than three thousand clergymen in Iowa contributed to the success of the Food Administration in getting its appeal for conservation to the people. Special sermons, announcements, and appeals were made from the pulpits, and church societies of all kinds worked to make food conservation a success in the broad sense. The heads of all denominations coöperated enthusiastically and consistently. Mr. Hoover's

appeal of May 26, 1918, was read in practically every church in Iowa.⁵⁰

About 7500 fraternal organizations in the State helped very materially in carrying out the Food Administration's program. These included more than 5000 lodges of men and 2000 lodges of women. Almost every county food administrator had a fraternal representative on his staff. Direct communication was maintained with thousands of these lodges either through local, State, or national officers.⁵¹

The Travelers Loyalty League of Iowa and more than three thousand individual traveling men were enthusiastic supporters of the Food Administration and very active in the food conservation programs. Then there were the thousand or more general societies of women, such as women's clubs, six hundred and fifty patriotic societies, six hundred and thirty men's societies, commercial clubs, and similar organizations, all of which actively supported the Food Administration and in many instances served as agencies through which its work was carried out.

In addition to the coöperating organizations above enumerated, the schools and the libraries should be named as channels through which food information was distributed. The State Dairy and Food Commissioner and his staff helped

materially in securing compliance with food regulations.

Plans for securing the active coöperation of all these organizations were worked out in Washington and sent out to the State Food Administrators with suggestions as to their use. From time to time, whenever special help was desired, Federal Food Administrator Deems addressed special communications to all the clergymen of the State, to the leaders of fraternal organizations, to the traveling men, and to the clubs. It is impossible to overestimate the importance of the support received from these sources; they were tremendously effective in bringing the conservation program before the consumers.

There was scarcely a family in the State which did not have some member connected with one or more of these organizations, and the effect was to bring about better and easier enforcement of rules and regulations governing dealers. The Food Administration found that practically all classes of business men as well as consumers were anxious to observe the rules involved in food control and to promote conservation. It found also that by working through existing organizations the patriotic appeal could be made more effective and that more contacts and better understanding resulted.

It would be impossible in these pages to recount in detail the work of each of these organizations. In general their great work was active support in food conservation. The churches and lodges spread the message of food conservation; they supported and helped with the special campaigns, and were especially active in sugar and wheat saving and in the elimination of the fourth meal. The traveling men gave valuable service as observers and reporters in securing the enforcement of rules and regulations in hotels and restaurants. In many instances every fraternal organization in the county went on record pledging complete cooperation with the Food Administration.⁵² Libraries served as channels through which appeals, rules, and regulations were sent out. The agencies of the State and local government were, of course, at the service of the Food Administration.

The forces of the State Fire Marshal, together with some seventy insurance field men working under his direction, were utilized to safeguard stores of food in elevators and warehouses. Elevators, packing plants, and wholesale establishments where large quantities of food were handled and stored were thoroughly inspected, and upon the basis of these inspections about two thousand orders for correction

of defects were issued. Moreover, the State Fire Marshal impressed upon mayors and others charged with the administration of law in cities and towns the importance of increased watchman service with the result that many fires were prevented.⁵³

State Dairy and Food Commissioner W. B. Barney and his staff of inspectors worked in complete harmony with the Food Administration. They were especially helpful in policing the wholesale and retail trade. Each inspector was in a very real sense a representative of the Food Administration.

There was a director of movies for the United States Food Administration in Iowa, but the activities of this division were not very extensive. The movie houses maintained a friendly attitude and many of them displayed films of value to the conservation program, but the records of Federal Food Administrator Deems show that the Motion Picture Division was able to contribute very little to the cause of food conservation, largely because of the expense involved.

Commercial clubs, chambers of commerce, and similar civic bodies worked hand in hand with the Food Administration as effective agents in dealing with the commercial and business interests. The commercial exchange secre-

tary at Burlington early in the fall of 1917 sent out a letter to all the secretaries of similar organizations in the State urging their assistance in the food pledge campaign. Such organizations were desirous that their communities should compare favorably with others. Many county food administrators were members. The Des Moines Chamber of Commerce through its Travelingmen's Bureau took the lead in securing the services of traveling men in checking up hotels and restaurants in the observance of the food rules — especially those relating to wheatless and meatless days.

ORGANIZATION OF THE NEGROES

In May, 1918, Herbert Wright of Des Moines was appointed State director for negroes. Mr. Wright began at once to enlist the religious, fraternal, educational, and social organizations among the negroes of the State for the conservation of food. The general plan was for Mr. Wright to make a personal visit to the localities in which there were any considerable number of negroes. Meetings were arranged and the purpose of the Food Administration was explained. Mr. Wright would then select the best man available and secure his appointment as assistant organizer. In this manner assistants were appointed and the negroes were organized for

food conservation in some sixteen cities and towns of the State. The support of the Iowa State Federation of Colored Women's Clubs was also secured. The assistant organizers held meetings and secured the support of members of the colored churches and fraternal organizations.

The colored people of the State coöperated with the Food Administration very willingly as soon as they understood just what they were expected to do. The State director was active and untiring in his efforts to bring the colored people of the State to an appreciation of the need of their coöperation in winning the war. Assistant organizers followed his directions, and many of them secured signed pledges and compiled registers of those who pledged themselves to abide by the regulations issued by the Food Administration.⁵⁴

FARM BUREAU AND HOME DEMONSTRATION AGENTS

The Food Production Act which became a law on August 10, 1917 — the same day the Food Control Act was signed — made available from Federal sources certain emergency funds to be used to increase food conservation and production. A part of this was for the purpose of encouraging the employment of county agricultural agents and home demonstration agents,

for whom some provision had been made by the Smith-Lever Act of 1914. Moreover, the General Assembly of Iowa had, in 1917, provided for the incorporation and recognition of farm bureaus. This law required such a bureau to have at least two hundred farmers or farm owners as members before it could incorporate. It furthermore authorized the county board of supervisors to grant not to exceed \$2500 per year county aid to such a farm bureau. In August, 1917, thirty-one farm bureaus were at work in Iowa.

As soon as the Food Production Act was passed, the Agricultural Extension Division of the Iowa State College was directed to set up a farm bureau in every county in the State by February 1, 1918. When the first of February came eighty-four counties had selected farm agents and the remaining fifteen were soon supplied.⁵⁵ The sources of support for the extension work through these agents were: direct State appropriations; Federal appropriations under the Smith-Lever Act; Federal war emergency appropriations; county appropriations; local farm bureau membership fees; and contributions from other sources.⁵⁶

The county agents were the field representatives of the State College at Ames and the United States Department of Agriculture.

Their functions were to assist the farmer in every possible way — especially to advise with reference to methods to be used in agricultural production.

The home demonstration agents bore about the same relation to the women of the county as the county agents bore to the farmers. There were only a few home demonstration agents in Iowa in August, 1917, but the Food Production Act supplied Federal funds to encourage the employment of more home demonstrators. From the financial standpoint the Federal government stood ready to provide the entire salary and \$500 toward the expenses of every home demonstration agent, but the people of the county were required to provide not less than \$200 toward local expenses out of membership dues in the association. It is to be noted that the home demonstration work was organized directly from the United States Department of Agriculture through the Iowa State College and the farm bureaus. The home demonstrator was expected to work in close coöperation with the county agent, and the women's organization was a part of the farm bureau.⁵⁷

The State College at Ames through its Extension Division and otherwise gave the Food Administration for Iowa generous and effective coöperation in all of its activities. The work of

production under the direction of the college and the conservation program of the Food Administration were coördinated in such a way that the whole State benefited.

It is not the purpose to discuss here the excellent work done by the county agents in Iowa in the field of increased agricultural products. Their functions, as defined by County Agent Leader J. W. Coverdale, were:

To help the community discover itself; to show the community what the community itself has already accomplished; to hold fast to the things that have proved good; to point out defects when found; to introduce new methods, new crops, new industries, if needed, but to begin with what the community has already worked out itself. This plan you will see implies that the county agent has the ability to analyze conditions and to find what factors are making for the building up of agriculture in the community. His guess is not sufficient. A constructive program depends upon a knowledge of the facts as they are found right there.⁵⁸

Beyond a doubt the most effective means of getting information to the farmers and their families and of securing the application of the best and most practical processes is through the direct touch of well trained men and women.

The county agents coöperated loyally with the Food Administration. Their work was so

satisfactory that Mr. Deems reported to Washington that the entire program for production was handled through the Iowa State College of Agriculture and that nothing could be gained by independent effort on the part of the Food Administration. Perhaps the effort on the part of the county agents receiving the widest publicity was their aggressive campaign for the testing of seed corn; but this was only one of the many projects successfully carried out by them.⁵⁹

More directly associated with the program of the Food Administration was the work of the home demonstrators. Miss Catherine J. MacKay of the Iowa State College of Agriculture was chairman of the Food Conservation Committee; and Miss Neale S. Knowles, of the same institution, was vice chairman of this committee and State home demonstration agent leader. It is difficult to estimate the amount of work done in this department, and likewise it is difficult to determine just how much credit should be given to the Iowa Women's Committee. An immense amount of work was attempted and accomplished along the line of food conservation. The Women's Committee from the first used every thing and every body to help in the work; while the State chairman, Mrs. Francis E. Whitley, worked steadfastly to mobilize all the women of the State for conservation without

regard to the organization through which the work was carried out.

When the emergency fund for supplying home demonstration agents became available every effort was made through the county women's committees to secure memberships enough in the farm bureaus to insure the services of a home demonstration agent through the canning season at least. In this way the Women's Committee took the lead in raising the necessary funds for securing these agents. About thirty counties in Iowa employed a permanent home demonstration agent at this time, and an agent was secured in all of the other counties for three months during the canning season of 1918, besides several who devoted all of their time to work in the cities.

Iowa had the distinction of being the first State of the Union to secure the services of a home demonstration agent in every county. The official news organ of the Women's Committee of the Council of National Defense in speaking of the possibilities of securing home demonstration agents says:

The most perfect example of what a state division has done to secure the home extension agents comes from Iowa. When the Woman's Committee was organized in Iowa there was only one county demonstration agent in the state, and she was supported by

volunteer contributions. The food-pledge campaign aroused the women to the need of demonstrators, and out of this aroused need came the realization that a great opportunity for a campaign for extension agents in the counties was open to the Committee. It was promptly seized, and to-day there are 105 agents at work in Iowa.

The work of these county home demonstration agents varied, but in general it supported the conservation program of the Food Administration. They were to help the Iowa housewife in her endeavors to make bread without wheat flour and cake without sugar, and to preserve all of the uneaten perishable foods of the season; to give instruction in the importance and methods of drying fruits and vegetables; and to give lectures and demonstrations in homes, schools, churches, vacant store buildings, and other available rooms.

Home demonstration agents were given a big program to carry out. They were supposed to hold meetings with grocers and bakers to talk over conservation plans; they were to prepare conservation recipes for distribution; they were to prepare conservation menus for public meals for churches, clubs, lodges, and the like; they were to prepare demonstration exhibits in store windows; and they were to give addresses and advice to the public.

The two outstanding features of their work proved to be the giving and directing of demonstrations and the planning and arranging of exhibits for fairs and chautauquas. Demonstrations involving the use of wheat and meat substitutes were held in private homes and in public places. Canning clubs were organized and methods were demonstrated. Remarkable exhibits were planned and conducted at county, district, and State fairs.

A partial survey on September 1, 1918, showed that in 26 counties 183 canning clubs had been organized and that in 65 counties 686 volunteer demonstrators had been at work.

The headquarters for home demonstration workers sent out a mimeographed weekly news letter to the home demonstration agents, carrying reports of what was being done in the various counties.

In one such report a summary is given of work accomplished in Marshall County in two months. Thus, in connection with the wheat and sugar saving campaign twenty demonstrations attended by 646 people were held in the county, and sixteen demonstrations attended by 600 people were held in the cities. Nine lectures attended by a total of 286 persons were given; ten articles appeared in the newspapers; and twenty window exhibits distributed among

seven towns and villages were arranged. To encourage the use of substitutes for meat two demonstrations attended by 50 persons were given; six window exhibits were prepared and four newspaper articles were compiled and published. In connection with the campaign to increase the conservation of food and to encourage canning, six demonstrations were held, one in the country attended by 30 persons and five in the city attended by 110 persons. Five exhibits were arranged; forty people were enrolled in canning clubs; and ten different kinds of bulletins were distributed.

This report goes on to state that during August there would be in the county six chautauquas, in connection with which the home demonstration agent planned to have a tent for food conservation work. She had also arranged to have four minute speakers at all of the meetings.⁶⁰

The work done was not spectacular in any way, but demonstrations were held in every school district in almost every county of the State; demonstrations were given in homes; in frequent cases help was given in the preparation of food for influenza patients; women who lacked the rudiments of household organization were instructed; and foreign women were taught American methods. From these activ-

ities much good resulted all along the line. The home demonstration agents made a place for themselves, contributing much toward the success of the conservation program of the government.

COLLEGE WOMEN

The Collegiate Section of the United States Food Administration sought to secure the active coöperation of the college women of the country in the prosecution of the food conservation program. A State Secretary of Volunteer College Workers was appointed in each State, and through these secretaries contact was made between the United States Food Administration and the young women in the colleges and universities. Mrs. Herbert B. Boies of Waterloo was the State secretary in Iowa. It was her function to secure a faculty leader in each of the colleges of the State; to build up a working organization; and to encourage college women to volunteer for some kind of conservation work during the summer.

Faculty leaders were to coöperate with the home economics departments and see that such departments offered courses of instruction similar to the one prepared by the Collegiate Section of the United States Food Administration — which was planned especially to prepare the

girls taking the course to do practical conservation work during the summer vacation.⁶¹

In most of the colleges of the State faculty leaders were appointed; courses were arranged; and in some instances the courses were well attended. At the State University a class of about thirty young women completed the course and were awarded Food Administration certificates.

It was suggested that the young women completing the course could, among other things, assist local food administrators; assist in organizing local food clubs and in demonstrating for such clubs; render regular and dependable clerical service in war work; coöperate with the county home demonstration agents; and assist in other war work activities. The names of those who completed the courses in the various colleges of the State were registered with the State secretary, and from her office these names were sent out to the home demonstration agents in the counties in which the young women lived.

The faculty leader of the Volunteer College Workers at the State University of Iowa was Mrs. Isabel C. Sturm, and the branch there was the most active in the State. In her report to the State secretary in September, 1918, on the activities of the Volunteer College Workers during the summer the following were cited:

they aided the county home demonstrator in demonstrations; they assisted in making wheat reports; they organized canning clubs, one of which won the State championship; they aided the county food administrator by checking up grocers' sugar reports; two of them served on the price interpreting committee, one being the chairman; they visited homes and gave individual aid and instruction in canning, drying, and in the use of wheat substitutes; they maintained an information bureau; they rendered assistance in canning vegetables for an Old Ladies' Home; and in several instances girls worked on farms and took the place of men in the fields.

Lack of space prevents the recital of the work of the other organizations which coöperated so willingly with the Food Administration. Enough has been given, however, to indicate the spirit in which the various organizations of the State entered into the war work. The churches, the fraternal organizations, the women's organizations, and the others enumerated at the beginning of this chapter all helped to make the work of the Food Administration a success.

IV

EDUCATIONAL AND PUBLICITY ACTIVITIES

THE chief purpose of the United States Food Administration was to bring about careful conservation of food throughout the country. The chief task was to cut consumption and curtail waste so that America's surplus might be increased and diverted to the peoples and armies overseas who were waging war for world democracy. In actual operation much of the energy and activities of the Food Administration was absorbed in encouraging production, in regulation, and in enforcement. This, however, was really secondary: food conservation effected by voluntary coöperation in the households was the greatest single achievement of the Food Administration in Iowa.

The spirit in which the people voluntarily rationed themselves with regard to wheat products, meats, sugar, and other essentials when the necessity for the saving of these products was suggested fully justified Mr. Hoover's vision and conviction that voluntary effort would bring about a full measure of coöperation in a democracy.

The success of the United States Food Administration in Iowa was based upon public understanding and sustained sentiment. To secure coöperative action on a large scale at all times and of such a nature as to result in action, it was necessary to inform the people of the real need for conservation and to educate them to a consciousness of that need. The people had to be educated up to the point where they would not only see the need for conservation but would take action. For this reason it was necessary for the Food Administration to launch a great educational campaign and to make use of every available agency that could in any way help to make the campaign a success. In other words conservation required education and education meant publicity. In order, therefore, to understand how the campaign for conservation was waged by the Food Administration it is necessary to examine the means and methods utilized to secure publicity—that is, to place before the people of the State the purpose and need for real conservation.

In Iowa, as in the other States, the chief agencies of publicity and education were the newspapers, pamphlet literature, advertising, exhibits, public speakers, women's organizations, fraternal organizations, schools, churches, the movies, and special campaigns.

At first no separate division of education was established in connection with the Food Administration in Iowa. Food Administrator Deems and Executive Secretary R. E. Logsdon conducted this work and served as an information bureau for Food Administration workers, speakers, householders, manufacturers, and dealers. They handled the publicity material and directed the educational propaganda in connection with the other work of the Food Administration.

About April 1, 1918, a Division of Education was created, and Leon Brown of Des Moines, an able newspaper man, was placed in charge of educational propaganda for the Food Administration in Iowa. Mr. Brown emphasized, through newspaper channels and through co-operating organizations and special campaigns, the dominant part which food must play in winning the war.

NEWSPAPERS

Newspapers were, as a matter of course, the chief avenues of publicity: they were in the field and ready to carry the message of conservation to the people of the State. The columns of Iowa newspapers being open at all times to the Federal Food Administrator for Iowa, the support of Iowa newspaper editors, correspond-

ents, and reporters made possible in large measure the successful accomplishment of the government's food program in this State. The newspapers coöperated loyally and effectively in all the activities fostered by the Food Administration. Having said this much, no attempt will be made to record all the work done by the press of the State: here an effort will be made simply to outline in a general way the methods used to secure organized coöperation between the newspapers and the Food Administration.

The loyalty and coöperation of the press was assumed; but at first no organized effort was made to aid the newspapers or to direct their efforts. Food Administrator Deems simply sent out requests to publishers and editors to feature certain activities and let the matter go at that. The following excerpts from a form letter sent to the newspaper editors of Iowa on October 1, 1917, indicate the attitude assumed:⁶²

Gentlemen: This is an appeal to your sense of patriotic duty based upon your past services to your state and country.

The National Food Pledge Campaign has begun. . . . In the brief space of time at our disposal we have been unable to get this matter fully before the people, fully as is necessary to influence them to sign the cards and support the Food Administration in this vital matter.

We therefore urge you to join us in this campaign of education. Without your help we cannot succeed. . . . We ask you to seek out information on the food pledge card campaign and give this to your reading public.

Because every family is to be asked to sign these pledge cards, this is a matter of extraordinary public interest and reaches into every home. Consequently we believe you will be able to support it from a news standpoint alone. If, in addition, you will take hold of this propaganda and push it strongly in your newspaper you will have conferred a great favor upon the United States Food Administration and upon your country. . . . The time is so limited that we must depend upon your initiative to push this to success.

News matter on the campaign will be distributed from both Burlington and Des Moines, and we ask you to keep a sharp watch for it.

Although the newspapers used their space generously in furthering every activity of the Food Administration and the various other agencies of the government, they were swamped with quantities of copy which purported to be news stories but could not be printed because of the lack of space. Moreover, the Food Administration's news service was unorganized and there was a lack of mutual understanding between it and the press. This condition of affairs continued for several months.

About the 1st of April, 1918, Leon Brown

was appointed director of education and placed in charge of publicity for the Food Administration for Iowa. He immediately got in touch with the county food administrators, asked for suggestions respecting the most effective method of handling the publicity work, and made several suggestions himself.

Mr. Brown suggested, first, that the county food administrators establish a personal relation with the local editors and hand them material for publicity in person. He believed that a larger measure of coöperation could be secured through personal appeal than by letters. In the second place, he suggested the feasibility of organizing local committees to coöperate with the Food Administration in securing publicity of material of value to the public. In this connection he suggested also that such committees would be more effective if one or more women were placed on them.⁶³

These suggestions brought out a good many replies and much information from county food administrators. They reported that with very few exceptions the newspapers were coöperating with them in a very satisfactory manner. The problem of the newspapers was simply how to give an important place to all the different government publicity plans since each governmental agency looked upon its own special work

as of the greatest importance. Those agencies which provided reasonable amounts of copy in usable shape got the best service.

From many county food administrators came the suggestion that in order to avoid duplication and confusion all publicity matter be sent out only through the central office. This suggestion was adopted, and thereafter all information about food control was disseminated by the county food administrators or their publicity representatives. Short stories about general subjects relating to food or new angles on regulations were supplied from the State headquarters to county representatives to be furnished to the local newspapers. After Mr. Brown got his work organized, short articles, not exceeding two hundred and fifty words as a rule, were sent out for the daily newspapers. Large collections of short paragraphs were sent regularly to county food administrators to be supplied to the weekly newspapers; and arrangements were made to supply a six column page of plate matter monthly to about six hundred newspapers of the State.⁶⁴

During the period when the publicity work was being organized frank suggestions from county food administrators were asked for and received. One of the most efficient administrators in the State wrote: "The newspapers up in

this part of the State have long quit publishing the regular newspaper articles sent out from headquarters. There was entirely too much stuff. I personally prepare $\frac{1}{4}$ page each week, facts and official announcements and all the papers have agreed to publish that." Another replied: "I handle the publicity matter in County food matters myself. I have learned in this business that if you want anything done that is important, do it yourself, if you don't care whether it is done or not, just appoint somebody."⁶⁵

The publicity work as finally organized can be described very briefly. The Food Administration followed the policy of disseminating its publicity material only through its local representatives: it did not send such material direct to the newspapers from its national or Iowa headquarters. This policy gave the county food administrators a clear field. They were supplied with general publicity material in the form of short stories limited to about two hundred words, typed on the bottom of plain sheets of paper. These were intended to be merely suggestions, but they were in a form suitable for publication and did not need to be rewritten.

The short stories furnished daily to the county food administrators, together with four or five sheets of food news notes which were sent

every week, supplied them with material which they could use as they saw fit in supplying their local newspapers. This system cut down the amount of material the newspapers were called upon to print and resulted in better coöperation all along the line.

In preparing material for the newspapers the policy adopted was to give a news angle to all publicity. Stories were not sent out as unsupported propaganda, but the material was prepared, whenever possible, to carry itself as news matter with propaganda as a secondary feature. In special campaigns the support of newspaper editors was usually solicited in person by publicity representatives of the Food Administration.

The "plate service" was especially effective in reaching small town and rural readers. It was authorized and paid for out of Federal funds and distributed gratis to about six hundred small town papers which used the material very generally. In many cases the whole six columns appeared in a single issue. Food Administration material was supplied to every newspaper, farm journal, and trade paper in the State.

This brief account of publicity through newspapers does not tell of the many special features — the cartoons, the special departments, and

the printing of recipes through which the newspapers emphasized the Food Administration's program and kept before the people of the State the need for conservation: it does, however, indicate how effective coöperation was brought about and how through this coöperation the success of the Food Administration was made possible.

SCHOOLS

The educational work looking toward the conservation of food was carried on by the Food Administration through many agencies; and none coöperated more completely than did the schools and colleges of the State. In the final report of Mr. Deems to the United States Food Administration, he stated that the heads of the colleges, the county superintendents, the seven hundred city superintendents, and more than twenty-two thousand individual teachers responded promptly to every appeal made by the Food Administration on behalf of its food conservation program. The appeal of Mr. Hoover to the people of the United States, issued on May 26, 1918, and the subsequent appeal of December 1st, were read in every schoolroom in the State, except where they were closed on account of an epidemic such as the influenza.

In May the coöperation of the colleges of the

State was solicited and commencement addresses were drafted in such a way as to convey the message of the Food Administration to the people and to enlist the interest of the graduates of the high schools and colleges in the necessity of promoting food conservation. At the same time superintendents of schools and school boards in Iowa were requested to give commencement exercises an atmosphere calculated to emphasize the conservation program. The effect of this plan was very satisfactory for there were sent into the field in Iowa thousands of young people who in this way had been given an insight into the purposes of the Food Administration and furnished with a desire to cooperate with its organization in encouraging and practicing conservation.⁶⁶

In connection with her work as chairman for educational propaganda under the auspices of the Women's Committee of the Council of National Defense, Iowa Division, Miss Leona Call utilized the opportunity for practical work. She found that many of the domestic science teachers in the public schools, while willing to do everything in their power to aid in conservation, did not know how to vary their teaching in the most practicable way to meet the changing conditions. Accordingly Miss Call requested that a suggestive booklet be prepared to aid

such teachers. The Food Administration acted upon the suggestion and a twenty page pamphlet, *War Service in Iowa Schools*, was prepared under the direction of Miss Catherine J. MacKay, director of home economics for the Food Administration and head of the home economics department at the Iowa State College. Miss MacKay was assisted by the heads of the home economics departments at the State University of Iowa and the Iowa State Teachers College.

This little book contained suggestive lessons in food conservation directed especially to the saving of wheat, sugar, meats, and fats. Each subject was treated scientifically and at some length; and helpful suggestions were included to enable teachers to keep in touch with the food conservation program of the Food Administration. The book was endorsed and commended to the teachers of the State by State Superintendent of Public Instruction A. M. Deyoe and by Mrs. Francis E. Whitley, chairman of the Women's Committee. Food Administrator Deems introduced the book with the following statement:

The women of this state have solved the problem of conservation. They have learned how to save food that our soldiers in the trenches and our associates in the war may not want. It is fitting, therefore, that

practical instruction in conservation shall be given in our schools to the girls who will be the women of tomorrow. In the lessons of this book are embodied the fundamental features of the program of the United States Food Administration. Conservation is the first test of patriotism. Let our young people develop the one by learning well the lessons of the other.

The book was placed in the hands of every rural teacher, of practically all city teachers, and of the teachers of domestic science in the public schools and colleges of the State. It enabled these teachers to improve their plans and methods of instruction and to present the needs for conservation more intelligibly. Requests were also received from other State Food Administrators for permission to reprint the book for use in other States.⁶⁷

Rural teachers and domestic science teachers were active also in the distribution of food conservation literature and recipes to their patrons, and in demonstrating recipes and methods. The rural teachers were also called upon to direct the school children in making an enumeration of the hogs in the State.

In December, 1918, the Iowa Division of the Food Administration undertook the organization of a bureau for the introduction of courses of study in food conservation into the graded and high schools and colleges of the State. The

project was endorsed by the National Educational Association, the National Organization of Superintendents, and the State Superintendent of Public Instruction in Iowa. The county superintendents also held a conference on the subject and highly commended the plan.

State Superintendent P. E. McClenahan, who had not at that time taken office, joined the salaried staff of the Food Administration as director of school and college activities. Under his direction, and with the coöperation of State Superintendent Deyoe, the county superintendents, and other prominent educators, an organization was formed for the purpose of introducing courses on conservation into the schools of the State. A State educational committee was organized, and an executive committee of which Mr. McClenahan was chairman was selected to carry through the project. The purpose was to continue the lessons learned during the war relative to the conservation of food. It was believed that through this work among the boys and girls of the State a permanent monument to the Food Administration would be created. The work was organized, committees were arranged, and plans drawn to have the work carried out systematically in every school in the State. When, however, the Federal Food Administration stopped its educational work

and directed the State Administrators to cut down their pay rolls and close up their offices and records, the project was abandoned.⁶⁸

The State educational institutions — especially the Iowa State College at Ames — gave the Food Administration for Iowa generous and effective coöperation in all of its endeavors. By coördinating the work of production and through the encouragement of conservation the State College very materially assisted the Food Administration in accomplishing results in Iowa.

LIBRARIES

Public libraries in Iowa were willing and peculiarly valuable agents in spreading the message for food conservation. Their first notable service was rendered in connection with the food pledge campaign in the fall of 1917 when the librarians very generally coöperated in securing pledges. Pledge cards were kept on hand in the libraries, their purpose was explained to those who visited the library for books, and the women were invited to sign.

At its annual convention in October, 1917, the Iowa Library Association adopted the following resolution:

RESOLVED: That the Iowa Library Association is heartily in accord with the work of the Bureau of

Food Administration, the Women's Liberty Loan Committee, and other similar organizations, and that we as members, individually and collectively, desire to co-operate with these bodies in any way possible, in bringing before the people of Iowa information and advice which will aid our State in contributing its full share of assistance in winning the war in which our country is now engaged.⁶⁹

In November, 1917, Miss Julia A. Robinson, Secretary of the State Library Commission, was appointed library publicity director for the Iowa Division of the Food Administration. Miss Robinson promptly issued a circular letter to all the librarians of the State asking their co-operation and explaining the character and scope of the work expected from them.⁷⁰ From the first, emphasis was placed upon the dissemination of information explaining the need for conservation. Librarians were urged to call attention to articles giving the reasons for saving, to display posters on bulletin boards, and to arrange for lectures on conservation.

And so the librarians called the attention of their patrons to conservation and gave out conservation literature. They distributed recipes to the women and girls and devised new methods of bringing the conservation message to the attention of the public. Miss Robinson kept in constant touch with the librarians of the State,

advised them as to the progress of the work, kept them informed as to what points to emphasize as conditions changed, suggested rearrangements for bulletin board exhibits, and encouraged them to report new publicity ideas in order that they might be utilized by others.

Many of the libraries had special bulletin boards for food news only, headed with the slogan "Food Will Win the War". The librarians were encouraged to inform themselves relative to food conservation in order that they might better inform others and they selected books, pamphlets, magazine articles, recipes, and pictures and kept them before the public.

The librarians coöperated with the schools, churches, and other organizations to secure continuous publicity of the food conservation program. Much interest and ingenuity was shown in the bulletin board displays. Traveling exhibits and loan posters were featured. In general, the librarians kept prominently displayed on bulletin boards food conservation posters and recipes, distributed pamphlets and circulars on food production and food conservation, gave talks on food and its relation to the war, coöperated with the schools in conservation programs, distributed tried recipes, secured publicity in local papers, and encouraged the holding of meetings in the library auditoriums.

The libraries of Iowa served consistently as effective centers of information and inspiration for the Food Administration, performing intelligently a service of instruction and education and creating a public understanding of the government's food program and of its necessity.

DISTRIBUTION OF LITERATURE

Printed and mimeographed material was, of course, one of the best vehicles for carrying the message of the United States Food Administration to the people. The writer has no sufficient basis upon which to estimate the number of pieces of printed matter distributed in Iowa during the period between October 1, 1917, and December 31, 1918, but it would run into the millions — consisting mainly of pamphlets, bulletins, circulars, home cards, and single sheets. Much of this literature was printed in Iowa, the rest being furnished by the Washington office of the Food Administration.

The following is a partial list of the agencies which assisted in the distribution of printed matter for the Food Administration: representatives of the Women's Committee of the State Council of National Defense; county food administrators and their representatives; State and county merchant representatives; home economics teachers and home demonstration

agents; college student volunteers; libraries; churches; retail merchants; public health nurses; school teachers; State hotel and restaurant representatives; and Food Administration booths at fairs, chautauquas, and other expositions.

This literature, calculated to instruct in conservation and to impress the need for it upon the people, was sent out from the Burlington headquarters of the Food Administration; from the retail merchants headquarters, under the direction of M. L. Parker of Davenport; from the headquarters of the director of home economics, Miss Catherine J. MacKay, at Ames; and from the headquarters of the library publicity director, Miss Julia A. Robinson, at Des Moines. Posters were distributed by the headquarters at Burlington and by Merchant Representative Parker.

Publicity material was distributed with discrimination to the homes by members of the women's committees, domestic science teachers, home demonstration agents, and other distributors. The posters were distributed to domestic science teachers, home demonstration agents, libraries, merchants, and the representatives of the Food Administration; and they were frequently displayed in store windows, at gatherings such as demonstrations, fairs, chautauquas,

and other public meetings, and on bulletin boards in libraries, schools, and public buildings.⁷¹

During the food pledge campaign in 1917 the women workers found that pamphlets describing some foods or recipes often secured the interest of housewives; and thousands of recipes were mimeographed by individual workers and local committees and distributed in this manner. A woman's interest, it was found, could be secured if she was given something definite to try out; and so recipes were actually distributed by the millions.

In this connection the newspapers should also be mentioned. A great many of them conducted domestic science departments to encourage the conservation of food. They printed recipes and suggestions in these departments, invited suggestions, and supplied information to their readers. Some of the papers of the State used the pamphlet, *Food Questions Answered*, serially; and their generous support was a considerable factor in making the program of the Food Administration a success.

By some county food administrators and publishers, however, the opinion was expressed that too much literature was distributed: it became so common that the people did not take the trouble to read it. This criticism can not be

given much weight because it was necessary to keep the message of conservation before the people until they fully realized its necessity. Another important feature of the distribution of literature was that it brought about contact between different groups of individuals and led to a feeling that all the people of the State were working together.

The county food administrators and merchant representatives succeeded also in enlisting the services of the bill posting fraternity; and boards in every city were utilized to carry large posters of the Food Administration bearing the message for food conservation. So much material was sent out from the office of the Food Administrator for Iowa that in the fall of 1918 it adopted the policy of sending out weekly to all staff members a mimeographed resumé of official communications.

THE STATE MERCHANT REPRESENTATIVE

One of the important steps taken to secure publicity for the program of the Food Administration was the organization of the retail merchants of the State under the direction of M. L. Parker of Davenport, who was appointed State merchant representative on the staff of the United States Food Administration for Iowa in October, 1917. When Mr. Parker was asked to

take charge of this division, Mr. Deems wrote that the work to be done was to organize the retail merchants in such a way that their facilities might be at the disposal of the Food Administration for propaganda purposes. Thus the State merchant representative became primarily a publicity agent for the Food Administration, especially as regards conservation work among the retail merchants.⁷²

Mr. Parker was energetic and active; and no sooner had he accepted the appointment than he started out to secure a merchant representative in every county of the State. Before the armistice was signed he had one county merchant representative in each county and in some two. These county representatives in turn had an assistant in each town. Regular bulletins were issued giving to these representatives information in regard to publicity work. The representatives coöperated with the county food administrators, the home demonstration agents, and the commercial clubs. They attended to local press publicity, to outdoor advertising, and to the distribution of literature from the Retail Stores Section of the United States Food Administration.

As Mr. Parker conceived it, the function of these representatives was to educate the public to conserve through a continuous campaign of

publicity. They encouraged merchants to include Food Administration advertisements in their own space. Contributions were also secured on a small scale to advertise the Food Administration program. All classes of stores were supplied with posters and window display flyers; and the county merchant representatives assisted other organizations at fairs by helping in the preparation of booths and in providing posters and literature.⁷³

The county merchant representatives also kept in touch with the retail dealers in their respective counties and, through literature supplied direct from Washington, kept them posted on the rulings and the changes that took place from time to time. The merchants timed their strongest advertising and display campaigns coincidentally with the succeeding conservation campaigns staged by the Food Administration for the State — such as the food pledge campaign in November, 1917, the campaigns to save wheat and sugar in the summer of 1918, and the World Relief Week in the fall of 1918. Through this organization thousands of posters and cards were distributed over the State every month.

Retail store flyers, up-to-date bulletins containing the latest messages of the Food Administration, hints on store window exhibits, and

conservation advertising were distributed to the retail stores throughout the State at such frequent intervals that retail merchants were kept informed and alive at all times to the changing program of the Food Administration and the necessity for public support.

Mr. Parker worked hard to secure and maintain complete organization; but he had difficulty in securing energetic men to serve as county merchant representatives and at one time he removed twenty of these agents on account of their inactivity.⁷⁴

In one letter he wrote to his county merchant representatives as follows:

Your duty with the merchants is to get their assistance in spreading Food Conservation propaganda, not only by distributing the literature and hanging up posters that will be furnished them from time to time, but by selling them the necessity of their complete cooperation with you and the United States Food Administration at Washington; thereby keeping their customers advised at all times as to the Food Administration's wishes and the absolute necessity for their compliance with all the rulings and regulations that they will receive from their County Food Administrator. In other words, it is your duty to sell the merchants this necessity and the merchants in turn to their employees, and they together, to their customers.

This perhaps will necessitate the merchants getting their employees together, to talk to them about it,

telling them it reflects on the store if they are contemptuous or even indifferent to the Food Regulations. Arouse in them a sense of pride to be a good soldier and obey the directions of the Food Administration, and tell them in their eating to set an example to those around them. Make it a point to have them keep their employees well informed on food subjects. This knowledge will then filter through surprisingly fast.⁷⁵

Through numerous and emphatic letters Mr. Parker kept his organization in action. He had made a complete list of all the retail merchants by counties, and these merchants he informed as to the changes in rulings that took place from time to time. Under his direction thousands of retail merchants carried the message of new features and drives of the Food Administration in the form of window displays. Through his energy, enthusiasm, and tact in meeting new needs Mr. Parker secured a large measure of coöperation from the retail merchants of the State and made of them publicity agents for the Food Administration.

WINDOW DISPLAYS AND EXHIBITS

Posters, store cards, window cards, street car cards, and sign boards were widely utilized in calling to the attention of all classes of citizens the importance of saving food, and the methods

proposed by the government for saving it most effectively. The posters were distributed largely through the efficient organization of retail merchants under the direction of M. L. Parker, State merchant representative, and his county merchant representatives. In practically all cases posters, placards, window cards, and signs for billboards were furnished by the Washington office of the Food Administration, being sent to State Merchant Representative Parker for distribution. Billboards, street car advertising, and electric signs were all handled from Washington. Store cards were distributed to all establishments which gave a pledge to cooperate with the Food Administration.

The use of booths and exhibits in conventions, fairs, and other public gatherings was recognized as another effective method of carrying the message of conservation to the people and to bring them into contact with the Food Administration.

In June, 1918, Food Administrator Deems reported that by special arrangements made through his office about one hundred and fifty of the principal stores of the State were maintaining booths for the Food Administration in their main aisles. These booths were advertising centers where Food Administration posters were displayed and literature distributed

to customers. The literature consisted of food pamphlets, recipes, and general information leaflets.⁷⁶ Window displays calling attention to the recurring conservation campaigns were very widely used. "Save Sugar", "Eat Potatoes", and "Save Wheat" windows were featured everywhere, much ingenuity being shown in their arrangement.

Early in May, 1918, the Food Administration began the work of organizing for the many county, district, and State fairs with the purpose of having the work of the Food Administration and its conservation program adequately presented to the people. More than one hundred of these expositions were held in the State and at practically all of them the Food Administration was represented and its work was graphically presented through booths, demonstrations, and speeches.⁷⁷

A scheme of exhibits was worked out early in June, 1918, and offered to the local organization of the Food Administration in the various counties where fairs were to be held. The first step was to get definite information as to where and when fairs were to be held. This information having been secured, a committee, composed of the county food administrator, the county chairman of the women's committee, and the home demonstration agent, was organized to exercise

supervision over the Food Administration exhibit.

Much skill was shown in making the Food Administration booths attractive and interesting. Decorated with conservation slogans and posters, they served as general information bureaus about food conservation and the Food Administration. Methods of canning fruit were demonstrated; recipes which called for substitutes for sugar and wheat flour were presented; and information along conservation lines was disseminated.

It is estimated that in the neighborhood of one million people saw these exhibits of the Food Administration which were arranged to emphasize the need for food conservation. Millions of pieces of conservation literature and recipes were distributed from the Food Administration booths at these fairs — given out with discrimination by representatives of the women's committees and not wasted by being distributed among children and people who evinced no interest in food conservation.

Before the fair season opened a campaign had been conducted to secure conformity with the rules and regulations of the Food Administration on the part of exhibitors and concessionaires, and complete response was secured. No fair held in Iowa in 1918 exhibited food

made in violation of any of the rules of the Food Administration; and the judges of food exhibits conformed to conservation principles by judging canned fruits and preserves without breaking the seals.

Exhibits were held at other gatherings in the State, such as picnics, chautauquas, and cooking schools. A model exhibit was maintained for a full week at the largest cooking school in Des Moines. A booth was established and presided over by representatives of the women's committee. Addresses were made on two different programs by persons connected with the Food Administration. Posters were conspicuously displayed and thousands of pieces of literature were distributed among women who were interested enough to ask for them.⁷⁸

SPEAKERS

The spoken word being everywhere recognized as one of the important means of securing attention, speakers were secured to carry the message of the Food Administration into all quarters of the State. Conversation, personal conferences, group meetings, informal discussions, short talks, and formal addresses — all were utilized. Throughout the war, bonds were sold, services given, and pledges made to a large extent as a result of direct appeals.

Speakers were used to carry on a part of the educational work for the conservation of food and in general to support the work of the Food Administration, but no formal bureau of speakers was created by the Food Administration in this State. It shared the services of the Four Minute Men in charge of Glenn N. Merry of the State University of Iowa and E. B. Wilson of Des Moines. The Four Minute Men rendered effective service in connection with the food pledge campaign conducted in the fall of 1917. They were called into service in individual counties in connection with special campaigns throughout the war and were mobilized for work in the World Relief Week activities in the fall of 1918, this campaign having been once postponed to leave a free field to the Fourth Liberty Loan drive. When the time came for World Relief Week, however, the State was in the grip of the influenza and the campaign was never carried out according to plans.

The functions of a speakers' bureau, in so far as they were exercised by the Food Administration in this State, were the scheduling, routing, and management of special food speakers supplied by the United States Food Administration at Washington; the enrollment and assignment of Iowa speakers for local addresses; and the preparation of bulletins and

information sheets to be supplied to local speakers in Iowa for food conservation talks.

The most comprehensive single effort to utilize the influence of trained speakers was in the educational campaign for food conservation conducted by the Food Administration early in 1918. Early in the winter of 1917 the United States Food Administration sent an American Food Mission to Europe to observe conditions and give first-hand information to the American people concerning the food situation there and the need for food conservation. These men studied the food situation in Europe with particular care, and also they gave attention to the methods adopted by the allied governments in the field of food administration. They studied food control in England and in France and what it meant in these countries.

After several weeks abroad they returned to the United States early in 1918 and were sent on speaking tours throughout the country. Six members of the Mission were made available for a two weeks tour in Iowa. They came, said Mr. Deems, "to awaken patriotism and impress all the people with the seriousness of the general situation with reference to food conservation to the end that the aims of the United States Food Administration may be achieved by the cheerful co-operation of all."⁷⁹

The six members of the Food Mission were divided into teams of two, and to each of the three teams was added a woman of national reputation as a speaker. That the message of these speakers might reach as many hearers as possible the itineraries and schedules were carefully planned and preparations to secure crowds were made in advance. In this connection some very good, though difficult, work was done by three field representatives of the Food Administration for Iowa — Mrs. Max Mayer of Iowa City, chairman of the women's committee for the second district, W. W. Orrick of Sioux City, and Guy Powers of the Burlington headquarters. To each of these representatives was assigned the management of one team.⁸⁰

Mrs. Mayer visited each of the towns in which a meeting was to be held and aroused the local committee to the importance of the meeting, saw to it that proper publicity and reception committees were appointed, and encouraged each locality to make the meetings a big success by getting large crowds out. She also assured herself that suitable places were available to accommodate large audiences. Press materials of all kinds were supplied, including cuts, matrices, and write-ups, and the local publicity committees were instructed how to use these materials to the best advantage.

So important were these tours considered that no pains or expense were spared to insure their success. Mrs. Max Mayer made her advance trip around the circuits during the very severe weather in January, 1918, and the three field representatives made the trips with their respective teams in February. The meetings were conducted with a view to inspiring patriotic enthusiasm and to emphasizing the need of conservation. The men who had just returned from Europe were finished speakers; and the women who accompanied them were also brilliant speakers. All exerted themselves to the utmost to move their audiences, and there was abundant evidence that they succeeded.

Visiting every part of the State these speakers stirred the people to the importance and the necessity of joining wholeheartedly with the government in the plans for food saving to feed the armies and the allied peoples on the battle-fronts abroad. Patriotism was aroused to a high pitch. Letters and telegrams of commendation from local representatives of the Food Administration and from private citizens flowed into the office of the Food Administrator in large numbers, attesting the value of the meetings. A total of one hundred and eleven meetings were held in the thirty-six towns and cities visited, with a total attendance of more than

one hundred thousand people.⁸¹ The tour was a great success and its results were of lasting benefit.

During the remainder of the winter and spring of 1918 local speakers of repute addressed meetings throughout the State in the interest of food conservation. An effort was made to organize a speakers' bureau for the Food Administration in Iowa: county food administrators were requested to select a chairman in each county to organize local bureaus, and available speakers were listed subject to assignment to meetings as they were held. Food Administrator Deems, believing that on food conservation matters Iowa audiences would insist on speakers from out of the State, did not particularly emphasize the use of local speakers for this purpose.

The State office of the Food Administration asked the county food administrators to make an effort to secure speakers on food conservation at high school commencements and other exercises incident to the closing of the schools in the State in 1918. And in this connection the coöperation of the colleges, the State Board of Education, and the State Department of Education, through which most of the commencement day speakers are assigned, was secured by the Food Administration.

County food administrators were urged to continue to spread the gospel of food conservation during the summer months by arranging to have members of the Federal Food Administration, both from Washington and the State, address the many large gatherings of Iowa people at conventions, picnics, fairs, reunions, celebrations, and chautauquas, and to send in to headquarters a list of all occasions where speakers could be utilized. The presentation of the conservation message was urged upon every occasion; and in this connection it should be said that the clergymen of every denomination in the State coöperated enthusiastically and effectively.

Whenever possible Food Administrator Deems arranged for representatives of the United States Food Administration at Washington to address Iowa audiences. On two occasions during the year 1918 Miss Ritza Freeman spoke at a series of meetings arranged by the Food Administration and enjoyed the distinction of being the only woman who had ever addressed a convention of United Commercial Travelers when she spoke at their convention held in Fort Dodge in May, 1918. W. A. Milne, J. W. Hallowell, and others of the Washington headquarters addressed meetings in Iowa.

During the summer of 1918 scores of ad-

dresses on food conservation were made before chautauqua audiences throughout the State; and the women's committees in many towns and cities secured a hearing for local speakers on conservation at such assemblies. Food Administrator Deems made a large number of addresses, speaking at practically every conference of business men held on call of the Food Administration to discuss matters of regulation. Mrs. Whitley also addressed meetings in every part of the State. Other members of the Food Administration staff who addressed Iowa audiences in the interest of conservation were R. E. Logsdon, R. R. Welday, and G. E. Peterson.⁸²

Aside from the special tours above mentioned it was the policy of the Food Administration to use speakers as occasion and opportunity offered, to supply the best talent available, and to encourage the use of speakers in a general way rather than to attempt the establishment of a regular speakers' bureau.

Patriotic meetings were, of course, used very widely. The women's organization had a patriotic meetings committee in almost every county, and local meetings were held at which their plan for whatever campaign they were about to undertake was outlined. At these meetings local or outside speakers presented their several messages, and in most instances someone

presented the message of food conservation. In these local meetings thousands of women caught the spirit of real conservation, perhaps in a more effective and meaningful way than in the larger and more formal meetings held directly by the Food Administration. In many counties of the State food conservation meetings were held in every schoolhouse.

V

THE FOOD PLEDGE CAMPAIGN

THE earliest and one of the most influential movements directed by the United States Food Administration was the food pledge campaign in the fall of 1917, conducted for the purpose of bringing people into touch with the Food Administration's program for conservation. It was the first lesson on the educational program to emphasize the need for food conservation, the first call for organized effort; and since it had to do primarily with the saving of food it was particularly women's work. And the women made the campaign a success.

On May 19, 1917, President Wilson issued a statement to the press in which he outlined the administration's food control program and announced that he had asked Herbert C. Hoover to undertake the task. On the same day Mr. Hoover announced his plans for the work and called upon the country to render voluntary assistance in carrying out those plans. Mr. Hoover emphasized the voluntary side of his proposal in the following words:

I am confident that the whole of this service can be

carried out by the men and women of this country on a voluntary basis, and I can see no other means by which the problems can be adequately solved in the United States. . . .⁸³

It is my present idea to propose a plan to the American women by which we ask every woman in control of the household to join as an actual member of the food administration and give us a pledge that she will, so far as her means and circumstances permit, carry out the instructions which we will give her in detail from time to time. . . . There is no service in this war on behalf of our own country and our allies in which the women of the country can so well enlist themselves as in this service, and the success of the food administration will rest very largely upon the support which we receive from them.⁸⁴

On June 12, 1917, President Wilson directed Mr. Hoover to proceed with the mobilization of the voluntary forces in the country for food conservation. In response to this letter Mr. Hoover, on June 17, 1917, issued a statement to the press in which he announced a campaign for the registration of the women of the United States as volunteer members of the Food Administration. The campaign was to be carried on intensively from July 1st to July 15th, and was to be under the direction of the Women's Committee of the Council of National Defense. The campaign was to consist simply in asking every woman in the country to volunteer in the

food conservation program by signing and mailing to the Food Administrator, Conservation Division, Washington, the following pledge:

Food Administration, Washington, D. C.: I am glad to join you in the service of food conservation in our United States and I hereby accept membership in the United States Food Administration, pledging myself to carry out the direction and advice of the Food Administrator in the conduct of my household in so far as my circumstances permit.

Women's organizations throughout the country were recruited to carry on this registration. It was hoped that not only would the name and address of the housewife be secured, but also the number of persons in the household, whether the household employed a cook, whether it had a garden, the occupation of the breadwinner, and the like. The Food Administration hoped to secure as members all those who were actually handling food in the home. The fact that no fees or dues were to be paid was emphasized and upon receipt of pledges, preliminary instructions in food conservation and a window card were sent to the signer.⁸⁵ At the outset the food pledge campaign was not carried on with sufficient preparation: the organization had not been worked out systematically and for a time the campaign dragged along slowly.

The women, however, did some very good

work. In *The Des Moines Register* for July 16, 1917, appeared an article describing the work as it was being carried on in Cedar Rapids. The article stated that the city chairman of the Cedar Rapids unit of the Women's Committee of the Council of National Defense, Mrs. C. C. Loomis, had placed the supervision of the campaign for the whole city in the hands of Mrs. A. Matyk and Mrs. B. R. Johnson, who had chosen women of ability for precinct captains; these precinct captains had selected lieutenants and sergeants; and the city would be immediately canvassed block by block in an effort to obtain signatures to the food pledge. A complete permanent organization was to be effected by July 20th. The pledge cards were not received when they were needed, however, and in only a few cities of the State was the work carried out according to plan.

After the Food Control Bill became a law on August 10, 1917, the project was given more publicity and measures were taken to carry the campaign through to a successful conclusion. On September 19th, Executive Secretary R. E. Logsdon having joined the headquarters staff of the Federal Food Administration for Iowa, work was at once begun on the shaping of an organization to carry out the food pledge campaign in this State.

The Iowa Division of the Women's Council of National Defense held a meeting in Des Moines which was attended by more than one hundred representative Iowa women. The district chairmen and many county chairmen were in attendance along with the committees of the Iowa Federated Women's Clubs. Federal Food Administrator Deems and R. E. Logsdon addressed the meeting. Mr. Logsdon outlined the purpose of the campaign, while Mr. Deems declared publicity to be the chief factor in its success. The campaign chairmen from Fort Dodge, Boone, Des Moines, and Cedar Rapids gave their experiences and described the plans for the work in so far as they already had been carried out in their cities as well as estimates of the number of cards signed in their respective cities. The women present planned to complete their local organizations and place Iowa in the front rank in the campaign.⁸⁶ On September 27th, Mr. Hoover issued the following appeal:⁸⁷

Most of the big things in connection with the war have been accomplished by the typically American device of devoting a special week to a particular thing and making a national drive upon it. We have had liberty loan week, Red Cross week, and volunteer week.

And, now, food pledge week, beginning October 21. For seven days the press and every possible organ-

ization in the country will be directed to the single end of getting the signatures of every man, woman, and child in the United States at the bottom of the food pledge. Everybody in the country has heard something about food saving and understands that it is one of the four biggest services necessary to win the war. Everybody is more or less kindly disposed toward food saving — and hopes that the other fellow is carrying out the provisions of the Food Administration, and intends to adopt the wheatless and meatless meal himself before long.

But now the time has come to sign up and do all these necessary things.

At the end of food pledge week the membership of the United States Food Administration should be 100 per cent of the people of the Nation.

Be ready to “do your bit” that week. It will be the biggest sort of business because it is to help win the war.

From the time this appeal was sent out, plans were actively carried forward throughout the country. Through its publicity division the United States Food Administration appealed to every loyal citizen to back the campaign and sign the pledge cards.⁸⁸ The newspapers of Iowa gave much space to the campaign, and women’s organizations throughout the State planned a whirl-wind wind-up of the work. Iowa was credited with having 565,840 families; and Federal Food Administrator Deems

pledged the United States Food Administration that eighty per cent of these families would sign the pledge cards. On October 5th, Mr. Deems gave the following statement to the press of the State:⁸⁹

The campaign first commenced six weeks ago, but dragged on slowly due to the difficulties of organization, lack of publicity and misunderstanding as to the purpose of the campaign. Some of those approached were dubious about signing, fearing they would pledge themselves to extraordinary and perhaps hurtful measures. Now they have been made aware that the government asks them to pledge simply to use the practical means within their power to aid the administration in its efforts to conserve food, the pathway is believed to be clear for an intensive effort which will sweep every one of the 568,000 families of Iowa into the food conservation army. The war mothers and war sisters, and relatives of the men who have joined the great national army, are enrolled among the campaign workers, and their presence is a great stimulus to the success of the campaign. Iowa has pledged United States Food Administrator Hoover that 80 per cent of her families will join the food conservation army, and the patriotic women canvassers believe that figure will be exceeded and indeed that Iowa will proportionately lead all the States of the union. All women's organizations of the State support the work. Public meetings are being arranged in every county, window cards announcing membership in the conserva-

tion army will soon appear — there are no slackers. A follow up campaign to get those who were away the first time they were called upon will be a feature of the work.

Under date of October 8, 1917, all county chairmen of the women's committees received telegrams from Mr. Hoover praising their efforts and urging them to continued activity. On October 10th, President Wilson wrote to Mr. Hoover stating that the exigencies of the treasury required that the final week of the Liberty Loan campaign be set for the week of October 21st to 28th and asking that the food pledge campaign be deferred one week to October 28th to November 4th. The President's request was complied with, and the food pledge workers were notified of the change and again urged to press the work to a successful conclusion.

The work was then carried on with much energy. Librarians were urged to keep a supply of cards on hand and to urge their patrons to sign the pledge.⁹⁰ Retail merchants were called upon to help in the registration. The secretary of the Burlington Commercial Exchange wrote to the secretaries of all the commercial clubs of the State urging their co-operation in the campaign and enclosing a letter from Food Administrator Deems. The coöperation of the county school superintendents of

the State was secured to carry on the work through the teachers and school children.⁹¹

Indeed, when it was announced that the final week of the campaign had been postponed there was a new burst of publicity, the general message being that postponement meant more work and better results.

Home cards were reproduced in many of the papers of the State. Everywhere the house to house canvass was urged and its importance emphasized. "The basic principle of this campaign", said Mr. Deems, "is that the matter should be explained to the housewives by word of mouth, in order to back up the information which will be hereafter mailed to housewives from the Food Administration. . . . Other helps, such as newspaper publicity, appeals in the churches and to organizations, are after all only auxiliaries. The work which will count is that done in a house to house canvass."⁹²

Women's committees continued to extend their organizations. The county chairmen had township chairmen, who in turn had school district chairmen or else school district committees. These committees made personal calls upon every householder within their respective districts and canvassed the housewives for pledges, explaining wherever necessary the importance of the pledge. In the cities the city chairmen

had their ward chairmen, who in turn had district, precinct, or block chairmen and canvassing committees. The canvass in many cities was made by blocks, that is, the canvassing committee for a particular block would visit every householder in the block, explain the purpose of the campaign, and secure as many pledges as possible. In some cities handbills were printed and distributed broadcast throughout the city, and merchants decorated their show windows to advertise food conservation. On every hand there were evidences of the campaign. Pledges were enrolled rapidly. But the State was pledged to enroll eighty per cent of the families — which, all things considered, was a high percentage.

The object of the campaign was, of course, the awakening of the people to the seriousness of the world's food situation. It was not to ask the people to save money, nor to eat less than was needed, nor to divide with others: it was to ask them to eat plenty, but less of the things that could be shipped overseas and more of the perishable foods which would not stand shipment; to use more corn, oats, and rye, but less wheat; to use more fish and fowl, and less beef, pork, and mutton; to use more fruit, and less sugar; to bake, boil, and broil more, and to fry less, as fats were much needed.

The following letter is a typical bit of the propaganda publicity used in the campaign:

THE NECESSITY OF THE FOOD PLEDGE CAMPAIGN

By J. F. DEEMS, Federal Food Administrator for Iowa

Thousands of American soldiers are now in France. Other hundreds of thousands must follow if we are to win this war. The world's shipping tonnage is reduced to a point where it is necessary that food should be transported in the most compact bulk from the nearest point to Europe, which is America. The items which we must ship are wheat, meats, dairy products and sugar. Of these the American supply is limited. It is our necessity, if we are to win this war, that we supply our armies and our allies with sufficient food. It then becomes the problem of bringing home to the people of America that the people of our allies are suffering actual privation, and that our national armies may too suffer privation if we do not come to their rescue with the foodstuffs most easily transported.

We must bring to the attention of the American people that a small daily saving in their consumption of the foodstuffs mentioned will amply fill our needs. One less slice of white bread per day for each American will give us nearly all the wheat we need. A slight reduction in the daily individual consumption of meat will turn the trick in that line. So too with dairy products and sugar. Corn, rye, vegetables, fruit, fish and poultry may be easily substituted, so that the "full dinner pail" will not be interfered

with. Our problem then is to secure the attention of the American people to these matters and have them change their diet as indicated during this international food crisis.

The house to house canvass which the patriotic women of Iowa have undertaken to secure signatures to pledge cards is for the purpose of impressing on the people the necessity under which we labor. The United States Food Administration feels this can be accomplished in no other way. Realization will not come to the people quickly enough to tide us over this crisis unless the matter is explained by word of mouth. When the signed cards are turned in they will form the expression of the people as backing the government in its food conservation plans. No one is to be forced to do anything in this matter. It is a subject for the conscience of the individual. No demands are going to be made by the Food Administration. The pledge cards will form a mailing list through which suggestions will go from the government direct to the housewife. There is nothing unreasonable in this program — nothing to be feared in signing the cards. It is common sense patriotism for every housewife to get one of these cards and sign it. The canvassers are doing their part nobly and are being assisted by the war mothers, wives, sisters and sweethearts. Surely the appeal of the women who have given their men to the national army will have its weight with every household in Iowa. We expect the state to lead all others proportionately when the food pledge campaign closes October 28.

Throughout the time of the campaign the State headquarters of the Federal Food Administration was a busy place. As rapidly as the food pledge cards were signed they were sent to the Burlington office and a kitchen card giving instructions as to the why and wherefore of food conservation, together with a membership card, was mailed out to each signer. Some fifty volunteer workers were kept busy at the headquarters offices during the rush of the campaign. These membership cards were handsomely engraved in colors and were to be hung in the front window of each home to show that the housewife was a member of the food conservation army. The kitchen card carried the following message:

HOME CARD

UNITED STATES FOOD ADMINISTRATION

WHAT YOU CAN DO TO HELP WIN THIS WAR

OUR PROBLEM is to feed our Allies this winter by sending them as much food as we can of the most concentrated nutritive value in the least shipping space. These foods are wheat, beef, pork, dairy products, and sugar.

OUR SOLUTION is to eat less of these and more of other foods of which we have an abundance, and to waste less of all foods.

BREAD AND CEREALS.—Have at least one wheatless meal a day. Use corn, oat, rye, barley, or mixed

cereal rolls, muffins, and breads in place of white bread certainly for one meal and, if possible, for two. Eat less cake and pastry.

As to the white bread, if you buy from a baker, order it a day in advance; then he will not bake beyond his needs. Cut the loaf on the table and only as required. Use stale bread for toast and cooking.

MEAT.—Use more poultry, rabbits, and especially fish and sea food in place of beef, mutton, and pork. Do not use either beef, mutton or pork more than once daily, and then serve smaller portions. Use all left-over meat cold or in made dishes. Use soups more freely. Use beans; they have nearly the same food value as meat.

MILK.—Use all of the milk, waste no part of it. The children must have whole milk; therefore, use less cream. There is a great waste of food by not using all skim and sour milk. Sour milk can be used in cooking and to make cottage cheese. Use buttermilk and cheese freely.

FATS (BUTTER, LARD, ETC.).—Dairy butter has food values vital to children. Therefore, use it on the table as usual, especially for children. Use as little as possible in cooking. Reduce the use of fried foods to reduce the consumption of lard and other fats. Use vegetable oils, as olive and cottonseed oil. Save daily one-third of an ounce of animal fat. Waste no soap; it contains fat and the glycerine necessary for explosives. You can make scrubbing soap at home, and, in some localities, you can sell your saved fats to the soap maker, who will thus secure our needed glycerine.

SUGAR.— Use less candy and sweet drinks. Use less sugar in tea and coffee. Use honey, maple sirup, and dark sirups for hot cakes and waffles without butter or sugar. Do not frost or ice cakes. Do not stint the use of sugar in putting up fruits and jams. They may be used in place of butter.

VEGETABLES AND FRUITS.— We have a superabundance of vegetables. Double the use of vegetables. They take the place of part of the wheat and meat, and, at the same time, are healthful. Use potatoes abundantly. Store potatoes and roots properly and they will keep. Use fruits generously.

FUEL.— Coal comes from a distance, and our railway facilities are needed for war purposes. Burn fewer fires. If you can get wood, use it.

GENERAL SUGGESTIONS.

Buy less; cook no more than necessary; serve smaller portions.

Use local and seasonable supplies.

Patronize your local producers and lessen the need of transportation.

Preach and practice the "gospel of the clean plate." We do not ask the American people to starve themselves. Eat plenty, but wisely, and without waste.

Do not limit the plain food of growing children.

Do not eat between meals.

Watch out for the waste in the community.

You can yourself devise other methods of saving to the ends we wish to accomplish. Under various circumstances and with varying conditions you can vary the methods of economizing.

On the reverse side of these cards was the following message:

UNITED STATES FOOD ADMINISTRATION
WHAT YOU ARE ASKED TO DO FOR YOUR COUNTRY

The men of the Allied Nations are fighting; they are not on the farms. The production of food by these countries has therefore been greatly reduced. Even before the war it was much less than the amount consumed. The difference came from America and a few other countries. Now this difference is greater than ever and, at the same time, but little food can be brought in from the outside except from America.

Therefore, our Allies depend on America for food as they have never depended before, and they ask us for it with a right which they have never had before. For to-day they are our companions in the great war for democracy and liberty. They are doing the fighting, the suffering, and dying — in our war.

WHY WE MUST SEND MORE WHEAT.— England, France, Italy, and Belgium, taken together, import in peace time forty per cent of their breadstuffs. But now, with their reduction in harvest, they must import sixty per cent. We must increase our normal export surplus of 88,000,000 bushels to 220,000,000 bushels. It can be done but in one way: by economizing and substituting. The people of the Allies can not substitute corn alone for bread, as we can. They are using other cereals added to wheat flour to make war bread, and can thus use up to twenty-five per cent of corn for wheat. We have plenty of corn to send them, but,

except in Italy, whose people normally use it, our Allies have few corn mills, and corn meal is not durable enough to be shipped by us in large quantities. Moreover, the Allied peoples do not make their bread at home; it is all made in bakeries, and corn bread can not be distributed from bakeries. There is but one way: we must reduce our use of wheat. We use now an average of five pounds of wheat flour per person per week. The whole problem can be met if we will substitute one pound of corn or other cereal flour for one pound of wheat flour weekly per person; that is, if we reduce our consumption of wheat flour from five pounds a week to four pounds a week.

WHY WE MUST SEND MORE MEAT.—The food animals of the Allies have decreased by 33,000,000 head since the war began; thus the source of their meat production is decreasing. At the same time, the needs of their soldiers and war workers have increased the necessary meat consumption. Our meat exports to our Allies are now already almost three times what they were before the war. The needs of the Allies will steadily increase, because their own production of food animals will steadily decrease because of lack of feed for them. If we will save one ounce of meat per person per day we can send our Allies what they need.

WHY WE MUST SEND BUTTER AND MILK.—The decreasing herds and the lack of fodder mean a steady falling off in the dairy products of our Allies. They have been asking for larger and larger exports from us. Last year we sent them three times as much butter and almost ten times as much condensed milk as

we used to send them before the war. Yet we must not only keep up to this level, but do still better.

WHY WE MUST SEND SUGAR.—Before the war France, Italy, and Belgium produced as much sugar as they used, while England drew most of its supply from what are now enemy countries. France and Italy are producing less than they need, while England is cut off from the source of seventy per cent of her usual imports. These three Allied countries must now draw 1,500,000 tons more of sugar than they did before the war from the same sources from which we draw our supplies. We must divide with them. We can do it by economizing. The usual American consumption per person is just double that of France.

Let us remember.—Let us remember that every flag that flies opposite the German one is by proxy the American flag, and that the armies fighting in our defense under these flags can not be maintained through this winter unless there is food enough for them and for their women and children at home. There can only be food enough if America provides it. And America can only provide it by the personal service and patriotic co-operation of all of us.

The small daily service in substitution can be done by all; the saving in waste by the majority, and the lessening of food consumed by many. This individual daily service in 20,000,000 kitchens and on 20,000,000 tables multiplied by 100,000,000, which is the sum of all of us, will make that total quantity which is the solution of the problem.

Circular letters over the signature of Federal

Food Administrator Deems were sent out to the county and city chairmen of the women's committees at short intervals; and supplies were being sent out in large quantities every day. Mr. Deems also wrote letters to the county chairmen of the Council of National Defense, to the newspaper editors, to the clergymen, and to the Four Minute Men, besides personal letters to many of the officials of coöperating organizations.

One of the most interesting examples of propaganda material distributed by Mr. Deems was the following letter which was sent to every Protestant minister and Catholic priest in the State under date of October 19, 1917:⁹³

Reverend Dear Sir: America is engaged in a war for humanity, and because we are at war the intelligent service of every man and woman in the nation is required. Already the clergy of the country are in many sections calling attention to the necessity under which we labor of providing food for suffering non-combatants in Europe and for the boys in our national army, who are being rapidly transported abroad. The food situation is so serious that it demands the personal attention of every individual in the land, and it must be brought home to each and every one that the situation demands their most thoughtful attention. We have to find in the United States an amount of foodstuffs for export during the next year, two or

three times more than we even dreamed of exporting from this country, and we must find it in such a manner as not to injure our current supply. We are, therefore, requesting you to explain the situation to the members of your congregation and urge them to sign the food pledge cards or the food pledge blanks which have been provided for the men. We desire you to explain to them the plain duty which is theirs in this case. We ask your help because the nation needs it at this time. The food situation has become so serious that unless each person in the United States helps in the great work of conserving our food supply, so that not only our armies and ourselves shall have food we may suffer not only disaster and defeat in the war, but serious food shortage at home.

We are therefore urging that you form in your church a committee which will thereby canvass your congregation, securing the signatures to household pledge cards of those who have not yet signed, and the signatures to the enclosed men's service and food pledges, which are required to create that moral obligation so necessary to concentrating the minds of the people on this great question.

All the blood, all the heroism, all the money, all the munitions in the world will not win the war unless we have food for ourselves and for our allies, and, indeed when the war is over, for the world. We must have your help. We are but volunteers, calling for volunteers, but we feel we may count upon your immediate and whole-hearted aid in this matter. Both kinds of pledges will be forwarded you in such quantities as

you suggest, as soon as you let us hear from you. President Wilson has fixed November 5 as the date for concluding the campaign, and we trust that your congregation will have completed its end of this work and that we may have the signed cards and sheets in hand long before that date. As soon as they are received, kitchen and membership cards will be mailed to each signer. There are no fees; no dues; simply the moral obligation to support the Food Administration in this hour of national peril. May I hear from you soon on this subject?

Sincerely
(Signed) J. F. DEEMS
Federal Food Administrator

As the time approached for the final drive Mrs. Francis E. Whitley, the State chairman, made a final appeal to her county chairmen and to the women of the State. On October 25th, *The Burlington Hawk-Eye* announced that ninety-eight counties were completely organized for the final drive. Three days later all counties were reported as being organized, as well as practically every township in all the counties. Newspapers were requested to feature the campaign and, as usual, responded very effectively. In response to Mr. Hoover's request the Four Minute Men of the State coöperated in the final rally. Glenn N. Merry, field organizer for Iowa's Four Minute Men, addressed a letter to

all such speakers of the State urging them to do everything in their power to make the final week of the food pledge campaign a success. The speakers responded very willingly.

The final week was one of feverish activity among the workers. Under date of November 3, 1917, Mr. Deems wrote to the city and county chairmen of the campaign and urged them to do follow-up work and make a sort of clean-up week following the campaign week and instructed them to make a final report on the results of the campaign to be mailed not later than November 8th.⁹⁴

On November 5th, Mr. Deems again reported that in many counties the work was incomplete and that it had been decided to give an additional week for the campaign. He urged the workers to finish the work and place the State of Iowa in the front rank. Although returns were slow in coming in, it was estimated on November 8th that the number of pledges would reach 500,000. On the 9th of November reports from Washington, D. C., indicated that Iowa was in the lead with ninety-one per cent of her families enrolled. On the 10th Iowa was still leading with 517,000 signatures or ninety-one per cent of her families. Louisiana was second with eighty-nine per cent and Rhode Island was third with seventy-seven per cent. Finally on

November 11th it was announced that the campaign had been finished and the food pledge offices closed.⁹⁵

The final tabulation on November 23rd of the results of the campaign throughout the United States indicated that Kansas had the highest rank with ninety-two per cent of the families enrolled, while Iowa stood second with ninety-one per cent. Only two other States, Louisiana and Maine, succeeded in enrolling as much as eighty per cent of their families, while in some of the States less than ten per cent were enrolled. In the United States as a whole the enrollment was only forty-seven per cent.

CO-OPERATING ORGANIZATIONS

The food pledge campaign was a scheme to interest the women of the nation in the idea of food conservation and to secure names and addresses so that appeals could be made directly to the women. The campaign was put on by and under the supervision of the United States Food Administration, and from the very beginning it was expected that the women would do most of the work. In Iowa the Food Administration depended first of all upon the Women's Committee of the Council of National Defense working under the direction of Mrs. Francis E. Whitley and her organization which extended

throughout the State. But other organizations gave able assistance. In a letter addressed to the members of the federated clubs of Iowa dated October 11, 1917, Mrs. John W. Watzek, president of the Iowa Federation of Women's Clubs, said:

The Iowa Federation of Women's Clubs is but one of the eighty or more State organizations of women who are upholding the work of the Women's Committee of the Council of National Defense, but we are the largest, and best organized body of women in the State, and much will be expected of us.

College women of the State, both in school and out of school, did much to make the campaign a success. The war mothers — women whose sons had been called to the colors — worked individually and as an organization to increase the number of registrations in the pledge campaign. The Colonial Dames, the Iowa Library Association, church societies, social and fraternal organizations for both men and women were all appealed to and almost without exception supported the campaign.

SPECIAL FEATURES

Miss Alice French of Davenport was chairman of the Patriotic Meetings Committee of the Women's Committee of the Council of National Defense for Iowa. When the food pledge cam-

paigned was under way the experiment of neighborhood meetings was tried out. Relative to these meetings Miss French says:

Meetings were held all over the state preparing women for these pledges. For instance in Davenport, the week before the canvassers went out, we had meetings at private residences all the week, in every ward in the city. We sang patriotic songs, we had patriotic speeches, the purpose of the pledges was explained.⁹⁶

An essay contest for the public school children of the State attracted no little attention. The teachers supervised this project and encouraged the boys and girls to prepare an essay on food conservation, the purpose of course being to arouse interest among the school patrons in the subject of food saving. Prizes were promised for the best essays prepared in each county. And it should be stated that county school superintendents and public school teachers had a very important influence in the food conservation movement in Iowa.

During the final days of the campaign special features were used in different cities.⁹⁷ In Des Moines, October 30th was "poster day", and all cafes, hotels, railway stations, libraries, and public buildings were decorated with posters requesting the public to conserve food. October 31st was "chain gang day", when women pledged themselves to secure ten pledges, each

of whom in turn pledged herself to secure ten more and so on. November 1st was theatre day, when cards were passed in the theatres of the city and three minute talks were given. November 2nd was set aside for the coöperation of the men. The Chamber of Commerce distributed cards in all of the men's clubs. November 3rd was "round-up day". Cards were turned in and scattering visits made where before for some reason the housewife had not been seen.

During the follow-up week much emphasis was placed upon the competitive spirit with a view to keeping Iowa in the lead with the highest percentage of families enrolled.

OPPOSITION TO THE FOOD PLEDGE CAMPAIGN

During the early days of the campaign although there was little opposition there was much indifference. On October 4, 1917, Mr. Logsdon wrote to Miss Alice French as follows:

The Food Pledge Campaign was carried on in a hap-hazard way in Iowa, and in other American States, before the Food Administration had been legally recognized by Congress. The campaign was pushed in a hap-hazard way in many States, and with the work but half completed, the ladies who volunteered in this great missionary work are under the impression that they have finished it. It is our duty and our necessity to cause them to again become active.

There were some women in the different communities who refused to sign the pledge cards. In some instances these refusals were due to selfish and disloyal considerations and a desire to oppose the government in all of its activities. A few failed to sign because they were unwilling to make the sacrifices and endure the discomforts entailed; but most of the refusals were due to ignorance. In some parts of the State hesitancy in signing the pledges was due to a fear of what the government might ask the signers to do afterwards. When it was made plain that the government would not ask of the signers anything that it did not ask of all the housewives of the nation such objectors usually were glad to sign and thus indicate their willingness to coöperate in the conservation program.

In some parts of the State the campaign was slowed up by the rumor that the government was going to confiscate all the canned fruit, beyond a certain amount, which people had stored in their cellars. The canvassers were instructed to explain the falsity of such a rumor and to emphasize the fact that the pledge was simply a patriotic promise and imposed no costs upon the signers.

One incident reported by the chairman of the Women's Committee in this connection seems

worthy of record. It was in a country neighborhood where the women canvassing for signatures to the food conservation cards found many who really feared that if they signed, their canned fruits and vegetables would be requisitioned by the government. The canvassers called upon a little Scandinavian woman who signed promptly and then asked:

“Will I know when the government man is coming?”

“What Government man?”

“The one to get my canned stuff: I would like to have a nice lot ready: we want to do our share.”

This woman had planted the garden herself and cultivated it with extra care so that she might be better able to do her part.

From some parts of the State came reports that the people of the Amana Society in Iowa were refusing to coöperate in the food pledge campaign and the whole conservation movement. The truth in regard to these reports is perhaps best set forth in the following letter addressed by George Heinemann of the Amana Society to Mrs. Frank Cook, chairman of the women's committee for Iowa County:

In answer to your inquiry in regard to the enrollment of voluntary memberships by means of the United States Food Administration pledge cards, we

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beg leave to state that we have taken this matter up with our folks and have in conformity with the rules and regulations issued by the Government, designated Tuesday as a Meatless Day and Wednesday to as great an extent as possible as a Wheatless Day.

As you are perhaps aware of, the food and meals for our folks are prepared uniformly in community kitchens for from 20 to 50 members or boarders each, and partaken of in public dining halls, or if there are small children, at the homes of the families. Under these conditions it is difficult to have these family pledge cards signed. But we can assure you that we fully harmonize and agree with the purpose to be attained thereby. We also recognize the importance and wisdom of the measures adopted by the Government for the preservation and saving of Foodstuffs in these strenuous times, not only from a patriotic viewpoint alone, but also as a great lesson in economics and saving, which undoubtedly will be conducive of much good and a great blessing for the people in common in the future. As our Flour Mills manufacture the bulk of the flour which is consumed in the society we have for over a year milled a flour for our own use which is yielding us many more pounds to the bushel of grain and though it is darker and perhaps not quite so palatable as first grades of flour, yet we find it nutritious and a means of economizing the raw material. We also have reduced the consumption of meat and are substituting more potatoes and vegetables which are grown and used to a great extent in the Society and of which there is a bountiful crop this season.

We certainly shall bear in mind to do our bit and our share for the preservation of the staples of life and of foodstuffs, and for the success of our beloved country.

As to the actual saving of food the campaign was not so important. It did, however, impress upon the minds of the people a new thought — that food was actually scarce and should be conserved from the standpoint of winning the war. Furthermore the campaign was also missionary in character: it introduced the Federal Food Administration to the people of the State.

The following editorial from *The Burlington Hawk-Eye* voices the opinion of many observers in the State at that time:⁹⁸

The results, were it possible to demonstrate them, would not be so very great in Iowa, even if all the families signed up, and if all adhered strictly to the pledge. Many, very many have been doing all that has been expected and more. They have been doing this for many months, and they see no prospect, no possibility of doing otherwise for the present.

However the work expended is not wasted although little is saved. The Food Pledge is of value in other ways. There will be brought to the perception of all more clearly the fact that we are to help win the war, less by sending men over to the other side, than by sending food and munitions. Since the world's food is very short we must save and save.

In February, 1918, the women's organization effected the distribution of the new cards to some 500,000 homes in the State. These cards pledged the households to rigid conservation of all foodstuffs and requested the observance of two wheatless days and one meatless day each week. The distribution of these cards to the housewives who had signed the pledge cards frequently involved personal visits by the representatives of the Food Administration, thus bringing the women of the State again into direct touch with the Food Administration and its conservation program.

When these home cards were introduced Food Administrator Deems took occasion to express his appreciation of the work of Mrs. Whitley and the women of the State by sending her one of the cards with the following note of appreciation:

I am enclosing you herewith the first one of the new 1918 Home Cards issued in the State of Iowa. It is quite proper that the Chairman of the Women's Committee which met with such splendid success in the introduction of food conservation in Iowa should receive the first Home Card for 1918.

The campaign was a success and accomplished all that could have been expected of it: it introduced the Food Administration; it emphasized the need for food conservation; it brought about

a real saving of food; and it was the first great lesson in coöperative effort among the women of the State in direct support of the government's war time program.

VI

CONSERVATION OF GRAIN: THRESHING

ANOTHER interesting campaign in the interest of conservation was carried on by the Food Administration through its Grain Threshing Division. In March, 1918, Captain Kenneth D. Hequembourg suggested to the United States Food Administration that assistance be offered in the problems confronting the threshers of small grains. In response to this suggestion a Grain Threshing Division was authorized to be established as a part of the Food Administration Grain Corporation and \$50,000 was appropriated for its maintenance. Captain Hequembourg was directed to mobilize the grain threshing industry in an effort to prevent any unnecessary wasting of grain during threshing operations.⁹⁹

Work was immediately commenced to secure an organization in each of the grain producing States. The Federal Food Administrators in thirty-two States, with the coöperation of the Agriculture Department's Extension Service and the State Council of National Defense, were invited to appoint grain threshing committees

in important grain-growing counties. Circulars were issued with instructions for methods of securing organization and coöperation.¹⁹⁶

Under date of March 29, 1918, a tentative plan was issued for the organization of the grain conservation forces. This plan stated that the conservation project would function through county threshing committees to be appointed by the State Food Administrators and their county representatives, assisted by the State director of the Agricultural Extension Service and their county representatives and by the Council of National Defense who were asked to appoint threshermen on the county threshing committee. It was proposed that the Grain Threshing Division and the manufacturers of threshing machinery arrange to provide mechanics to inspect machines and, if practicable, aid in their repair, whenever a county committee reported that such assistance was desired.

The plan proposed government control or supervision of threshing operations to aid the farmers and threshermen in the problem of threshing with a minimum loss in grain during the war and to assure such industrial conditions that harvesting would be successfully carried out with a minimum of loss and wastage. It proposed "adequate preparation for a business-like economical management at time of

threshing and mechanical assurance that the threshing equipment is in condition to do its best work, and that suitable and necessary amounts of fuel, labor, supplies and repairs are on hand with which to do the work well within the short period of time allowed by nature.”¹⁰¹

County threshing committees were instructed to inspect the thresher equipment in their counties and see that both engines and separators were in condition to do good work and that necessary extra supplies and repair parts were on hand. They were also instructed to provide for threshermen the necessary expert mechanics and harvest hands to do good work and to coöperate with the Department of Labor and the county representatives of the Farm Labor Bureau. They were instructed to secure efficient transportation, to provide for fuel, and to arrange that threshermen receive a fair price per bushel for threshing.

The Grain Threshing Division suggested that the county threshing committees locate all threshermen in their district, secure their names and addresses, ascertain the general condition of their machines and the character of the work they had done in the past, and find out their needs in the way of expert labor, coal, repairs, and machinery. It was further suggested that the committees arrange for a thorough inspec-

tion of such threshing outfits as had not been doing good work. "It is believed", said this division, "that the harvesting of grains is of sufficient importance that a committee in each grain producing county can profitably devote its exclusive efforts for the next few months to the preparation for harvesting of grains. This Committee might consist of a retired thresherman to represent the Council of National Defense, the County Food Administrator and the County Agent of the Agricultural Department."¹⁰²

On April 6, 1918, the executive committee of the Thresher Department of the National Implement and Vehicle Association, at a meeting held in Chicago, adopted a resolution commending the project and promising to assist the Grain Threshing Division in every way possible. One specific purpose stated in the resolution was "to assist as fully as practicable in the personal inspection by its employees of as many as possible of such machines and, in such cases, to report respecting the physical condition of machines so inspected and to make such recommendations to the owner as to repairs needed, if any, that will put the machine in proper working condition, or such other recommendations as the condition of the machine so examined may warrant."¹⁰³

On May 6, 1918, the Grain Threshing Division issued a circular to State Administrators and their county representatives. It suggested that an early organization to assist in the threshing problems would result in important grain conservation in the harvest field where conservation should properly commence, and that county threshing committees be organized promptly.

The program of the Grain Threshing Division called for the work to be done through a county organization known as the county threshing committee, consisting of the county food administrator, the county agricultural agent or crop reporter, and a thresherman appointed by the Council of National Defense. It suggested that a meeting be called at an early date to consider the following emergency requirements, which were to be taken up and completed in the order enumerated below: meet for organization; make out a list of names and addresses of threshing machine owners from county assessors' records or other sources, copies of which were to be sent to the Grain Threshing Division of the United States Food Administration; consider the operating experience during past seasons of all machines in the county and fill out the confidential information requested on a special blank furnished for that purpose, so that assistance could be offered the threshermen

whose work could, in the judgment of the committee or person reporting, be improved by co-operation from the manufacturer; and fill out a blank form for each threshing outfit, in order that the manufacturer might know the location of both engines and separators of his manufacture known to be in the county so that a communication offering assistance could be sent directly to the thresherman.

It would appear at first thought that the manufacturers would have had a list of the location of all the threshing machines which they had sold; but as a matter of fact, owing to frequent changes in ownership, they did not have such a record. Therefore, it was desirable that the data required be secured for them. The information requested on this blank, could, in most cases, be obtained by telephone. It called for the name and address of the threshing machine owner; the make of both the engine and separator; whether or not the machine was to be used in 1918, and if not, the reason; and the name and address of the person making the report.

Finally, the meeting was to consider the question as to whether there were sufficient threshing outfits in the county to thresh the grain in time to avoid unnecessary waste. If a shortage was apparent, the Grain Threshing Division

was to be advised of the fact, and at an early date by coöperation with the Department of Labor assistance was to be rendered in securing the necessary expert mechanical help. Additional subjects for consideration were to be suggested later.¹⁰⁴

A letter with blank forms was also sent to the millers and grain dealers throughout the country, calling upon them to assist the Grain Threshing Division in securing information concerning threshermen and their work and suggesting that they coöperate with county food administrators in their respective counties.¹⁰⁵

The Federal Food Administrator for Iowa was so rushed with work during the spring of 1918 that very little attention was given to the circulars sent out by the Grain Threshing Division until rather late in the spring. Not until May does it appear that any steps were taken to organize a threshing campaign. At that time R. R. Welday was put in charge of the work. On May 18th Mr. Welday wrote that the Food Administration was planning to organize a threshing campaign, some steps for which had been already taken, and that they hoped to have an effective organization.¹⁰⁶

The work of actual organization proceeded along the plan suggested and outlined by the

headquarters office. In some counties of the State the members of the County Council of National Defense failed to nominate a member of the committee, and under such circumstances the county food administrator was called upon to name some one to act.

In the meantime the work of securing the names of threshing machine owners and data relative to the make and conditions of their machines proceeded. This information was sent to the headquarters office at New York, which on May 29th issued a circular letter "To The Threshermen of America", stating the purpose of the Grain Threshing Division and asking the coöperation of the threshermen. Thus an invitation was extended to threshermen to become coöperating members of the United States Food Administration by signing and returning a pledge card promising careful work and conservation. Upon signing the pledge, certificates of membership were issued through the county threshing committee. In this letter the grain threshing committee took occasion to state that the division was not a price-fixing body and that the price for threshing would be left to be arranged by the farmers and threshermen themselves according to local costs and conditions.¹⁰⁷

On June 4th the Federal Food Administra-

tion for Iowa stated in a circular letter to the county food administrators that, although two letters already had been sent out urging action, only thirteen county food administrators had sent in a complete list of the owners of threshing machine outfits in their respective counties. The importance of this information was urged and their attention was called to the fact that threshing would begin within a period of six weeks.¹⁰⁸

During June and July the work of enrolling the threshermen proceeded rapidly. County food administrators were asked to call county conventions of the threshermen in their respective counties; and in most cases a representative from the State Food Administration attended the convention, outlined the work to be done, and urged the active coöperation of the threshermen.

It was found that there were approximately 10,000 threshermen in the State. About 8500 of these attended the county conventions and pledged themselves to conserve grain during the threshing season. Practical information was disseminated regarding the best methods of overcoming and eliminating the ordinary sources of wastage during the threshing operation. Threshermen were urged to overhaul their machines and assure themselves that their

outfits were in the best possible condition and to exercise care in cleaning up around the machines. The importance of having the grain shock rows raked, the use of tight bundle wagons, and careful pitching in feeding the machine were emphasized. Forty-five manufacturers of threshing machines offered to coöperate in putting their respective makes of machines in good order, and the Grain Threshing Division maintained a staff of expert threshermen's assistants whose services could be secured by the various State Food Administrators.¹⁰⁹

During the time of the holding of these conventions, the newspapers gave the project much publicity. The threshermen were urged to become members of the Food Administration, and the records show that more than 8500 certificates of membership were sent to these men in Iowa. Representatives of the Food Administration also distributed some 17,000 posters to be nailed to the sides of the machines. Mr. Welday saw the necessity of securing the coöperation of the workmen in the pitching and handling of grain, and so he drew up a small membership card for distribution among the workmen. More than 150,000 of these cards were distributed, the cost of which was paid by the threshermen.

About the time threshing operations began in Iowa the Inspection Division of the Grain

Threshing Division sent three threshermen's assistants into the State. They were sent into the counties to inspect the operation of machines. Working in more than half of the counties of the State, they found many machines unfit for threshing until certain repair work was done. According to the reports these inspectors did good work.

It was found that when breaks occurred during the rush season and repairs were ordered, the express companies were slow in making delivery. A meeting was held in Des Moines at which representatives of these companies were informed of the difficulties experienced; whereupon the United States Express Company agreed to appoint a man at each Des Moines depot to see that all threshing machine parts and repairs were forwarded without delay. This materially improved conditions — notwithstanding the fact that at the time the express companies were undergoing consolidation.¹¹⁰

It is apparent, however, that everything did not go smoothly. Certificates and pledge cards were to be shipped from the New York office to county food administrators for distribution. They were, of course, needed when the conventions were held; but they did not always arrive and the Iowa Food Administration sent many letters and telegrams urging haste in shipment.¹¹¹

In connection with the grain threshing campaign the Bureau of Markets of the United States Department of Agriculture mailed to every county agent in Iowa a supply of threshermen's record books to be distributed in each county. Threshermen were required to make a complete record of their work, including the name of each farmer for whom threshing was done, his address, date of threshing, number of bushels, acreage, charge for threshing, number of bushels of wheat harvested on the same farm in 1917 and the acreage of wheat in 1917, together with certain information regarding other crops. These records were to be returned to the county agents, whose duty it was to summarize the results and wire the totals for their respective counties to the Bureau of Markets and then send in the completed reports to Washington for general tabulation. This information was to be made available to the Food Administration, and to the Department of Agriculture in connection with its crop reporting service.¹¹²

There was some misunderstanding relative to the powers and duties of the county threshing committees. Many persons were under the impression that the certificates signed by the threshermen were licenses and that machines could not be operated without such license. The

Davis County Republican for June 27, 1918, in an account of the threshermen's convention stated that all machine operators would be required to secure a license from the United States Food Administration. The Buena Vista County threshermen committee issued a circular of rules and recommendations stating that no threshing machine would be permitted to operate in the county without having been licensed, and that licenses would be issued only on written application and affidavit showing that the machines were in good repair and condition to do threshing and that engines could develop sufficient power.¹¹³

Such misunderstandings were not uncommon; and there is no doubt that the threshermen's committees in some counties assumed and exercised power and authority which they did not legally possess. As in other branches of war work, no serious objections were raised, although the headquarters office sometimes warned its subordinates that they should be careful and not attempt anything beyond their authority.

Grain threshing committees were active in about one thousand counties in thirty-two States. As a result of the campaign the Grain Threshing Division reported cleaner and more careful threshing operations than ever before

and estimated a saving of 22,000,000 bushels of wheat. In Iowa the Food Administration estimated that out of some 210,000,000 bushels of grain threshed, there was an actual saving due to the activities of the grain saving campaign of from 2,500,000 to 3,000,000 bushels of grain.¹¹⁴

The Grain Threshing Division had undoubtedly served a real purpose in encouraging more careful saving during the threshing operations. As soon as the threshing was over for 1918, plans were projected for the 1919 campaign. In his correspondence with Mr. Hequembourg, it appears that Mr. Welday made the following recommendation:

To overcome friction and to prevent any bad effect on any other threshermen who are willing to comply, we would suggest that all threshermen be licensed for the coming year, and that no thresherman be permitted to operate his machine until he has secured such a license. Under the license regulations, these threshermen will be compelled to comply with orders or not operate their machines.¹¹⁵

This recommendation came as a result of some threshermen having refused to pay attention to the regulations issued by the Food Administration. It indicates the natural irritation of a person placed in an administrative position without authority to enforce his orders.

Efforts were made to have the Grain Threshing Division continued, but it was ordered demobilized with the Food Administration. In a final effort to have the work continued Captain Hequembourg for the Food Administration Grain Corporation wrote to Secretary David F. Houston urging that the Department of Agriculture take over the work of the Grain Threshing Division, but no action looking toward the acceptance of this suggestion was taken.¹¹⁶

NOTES AND REFERENCES

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CHAPTER I

¹ *The Official Bulletin*, July 11, 1917, p. 3.

This publication was issued by the United States government during the war under the direction of the Committee on Public Information. In August, 1918, the name was changed from *The Official Bulletin* to *The Official U. S. Bulletin*. For the sake of uniformity it will be referred to in these notes as *The Official Bulletin*.

² *The Official Bulletin*, July 11, 1917, p. 3.

³ *The Official Bulletin*, May 21, 1917, p. 4.

⁴ *The Official Bulletin*, May 21, 1917, p. 4.

⁵ Food Control Act in *United States Statutes at Large*, Vol. XL, Ch. 53; Van Hise's *Conservation and Regulation in the United States During the World War*, pp. 50-55.

⁶ Food Production Act in *United States Statutes at Large*, Vol. XL, Ch. 52; *The Official Bulletin*, May 19, 1917, p. 8. See also Van Hise's *Conservation and Regulation in the United States During the World War*.

⁷ *United States Food Administration Bulletin*, No. 1 (1917), p. 9.

⁸ *Resume of Important Rulings and Letters Sent to Federal Food Administrators*, August 10, 1917, to February 1, 1918.

Every two weeks from February 1, 1918, until the end of the war, the United States Food Administration sent out to Federal Food Administrators for distribution to their staffs mimeographed summaries of letters and instructions issued from the headquarters during the preceding two weeks period.

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⁹ *Resume of Important Rulings and Letters Sent to Federal Food Administrators*, August 10, 1917, to February 1, 1918.

¹⁰ *Annual Report of the United States Food Administration*, 1918, pp. 6, 7.

¹¹ *Annual Report of the United States Food Administration*, 1917, p. 10.

¹² *The Official Bulletin*, January 14, 1918, pp. 1, 8, February 27, 1918, p. 3, May 15, 1918, pp. 1, 2, May 17, 1918, p. 1, June 8, 1918, p. 16; *Annual Report of the United States Food Administration*, 1918, p. 16.

¹³ *The Official Bulletin*, October 10, 1917, pp. 1, 2.

¹⁴ *Annual Report of the United States Food Administration*, 1917, pp. 11, 12.

¹⁵ *The Official Bulletin*, October 30, 1917, p. 2.

¹⁶ Food Control Act, Secs. 2, 11, 12, 13, and 14; *The Official Bulletin*, August 31, 1917, p. 1.

¹⁷ *The Official Bulletin*, August 16, 1917, p. 3, August 31, 1917, pp. 1, 2.

¹⁸ *The Official Bulletin*, February 25, 1918, p. 1, July 2, 1918, p. 6, September 3, 1918, p. 7.

¹⁹ *The Commercial and Financial Chronicle*, Vol. CV, pp. 665, 666; *Van Hise's Conservation and Regulation in the United States During the World War*, p. 100.

²⁰ *The Official Bulletin*, August 16, 1917, p. 3.

²¹ *The Official Bulletin*, June 24, 1918, pp. 1, 2.

²² *The Official Bulletin*, June 25, 1918, p. 1.

²³ *The Official Bulletin*, July 16, 1918, p. 12.

²⁴ *Annual Report of the United States Food Administration*, 1918, pp. 22, 23, 24.

²⁵ *The Official Bulletin*, September 6, 1917, p. 8.

²⁶ *The Official Bulletin*, June 8, 1918, p. 1.

CHAPTER II

²⁷ *United States Food Administration Bulletin*, No. 1 (1917), p. 8.

²⁸ *United States Food Administration Bulletin*, No. 1 (1917), p. 20.

²⁹ *Historical Data, Iowa Division, United States Food Administration* (in manuscript). This is the historical sketch compiled by the Iowa Food Administration in compliance with the order issued by the Federal Food Administration at the close of the work of the organization.

³⁰ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

³¹ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

The letter from Federal Food Administrator Deems to Mr. Herbert Hoover was as follows:

Burlington, Iowa, August 11, 1917.

Hon. HERBERT HOOVER,
Washington, D. C.

Dear Mr. HOOVER:

Replying to yours of August 7th:

On my return from the East on July 19th, I went direct to Des Moines to attend a two days session of the Council of Defense as a member of the Food and Crops Committee.

From August 1 to 4, I attended a meeting of the Iowa War Emergency Food Committee, at which time we mapped out a comprehensive campaign for increasing the acreage of winter wheat and already 250,000 post cards are on their way to all parts of the state, besides starting other agencies along the same line.

In view of the urgent necessity of this work and on account of my being very active on the two bodies having to do with it, it is of the utmost importance that no opportunities be missed by me to further the cause of production. Then again by keeping in close touch with these bodies, I am assured of their cordial assistance in the conservation work, much having already been, and is still being accomplished along that line by these same committees.

You see Iowa is primarily and essentially a food producing state,

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devoted almost exclusively to the production of the staples wheat, corn, oats, beef, pork, and it is imperative that production be kept well to the front. We have a population of less than 40 per square mile as compared with Eastern States running from 200 to over 500 and it is quite safe to say 80% of our population is directly or indirectly interested in farming.

We have few cities of even medium size and not one with the population of 100,000.

We have few factories, few millionaires and fewer paupers. As a result of all this we have a very limited number of elaborate and expensive domestic establishments and fewer extravagant and wasteful hotels and restaurants.

It is probably safe to say that in 97% of the homes of Iowa the wife or other members of the breadwinner's family constitute the entire domestic organization, in many cases with incomes, especially in the past, so limited that economy of the strictest kind was not a matter of choice, and the habits forced upon them in those days remained with them in these more prosperous times, so that it is improbable that correspondingly radical results can be achieved in the way of economy in the actual living expenses as might be expected in states differently circumstanced.

Being in the midst of harvesting the greatest crop of the staples in this, or perhaps in any other state in the Union, I have deemed the time inopportune to push the pledge card campaign but publicity work is constantly being done, and we are just on the eve of putting on the pledge card campaign vigorously.

As to the organization for the Food Administration work in this state, First let me say each state has its own peculiar problems and conditions and they must be governed thereby in organizing to do this work.

In Iowa our Council of Defense is very complete down to the township and voting precinct units, both of men and women, numbering in all over 3,000 active workers, or an average of 30 to each county, two to each township. The organization was built up as follows: The Governor first appointed two members to each congressional district, 22 in all. He then had these members present two names from each county and they were appointed by the Governor direct, 198 in all. These county members in turn recommended the township or precinct representatives, and they were also appointed by the Governor direct, the aim throughout being to have an equal number of Democrats and Republicans.

The work so far done by the Council in connection with the Selective Draft and otherwise has been of the very best.

After consultation with some of our best men it seemed to me quite unwise to start in to build up any separate organizations when we had one ready to hand, so efficient and so well distributed throughout the state.

If later on, conditions arise which make it necessary to change this territorial scheme for a divisional plan, it seems probable we can find within this Defense Council men suitable for department heads, but if this should not be true, abundant material of the highest type is offering.

The Governor sent out to all members of the Council a letter endorsing our work in the strongest way, and in turn I have sent what might be termed a sequel to the Governor's letter, the idea being to acquaint all members with the exact situation regarding the National Food Administration and its relation to local activities as well as the Governor's attitude on the problem, and if you will glance thru these letters a very good idea of our scheme will be obtained.

Hoping the above is the information you desire, and assuring you that Iowa will do her full duty, I am

Very truly yours,

(Signed) J. F. DEEMS.

³² *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

Governor Harding's letter to which Mr. Deems referred in the foregoing communication to Mr. Hoover was as follows:

To the County Members Iowa Council of Defense:

When the farmer is selling his wheat for an average of \$1.51 per bushel and the consumer is paying \$3.25 per bushel for the same wheat, or about two and one-fifth times as much as the farmer receives, it is evident there is something wrong. Either the producer is getting too little or the consumer is paying too much. The speculator is getting too much out of the transaction, the producer needs protection, and the consumer needs protection.

Experience has shown that intelligent governmental food administration or control during periods such as we are now passing through, can do much to correct these evils. For this reason President Wilson requested Mr. Herbert C. Hoover to take up the question of Food Administration for the United States during the war and he has consented. Mr. Hoover's action is entirely voluntary and he works absolutely without compensation.

After consultation with Governors of the various states it was deemed advisable to appoint a Federal Food Administrator in each state to assist Mr. Hoover and keep him informed as to local conditions. These representatives will work with and through the various existing state or local organizations and will need much help from every available source in their respective states to get the best results. In many states the work has advanced much further than in Iowa and we must not lag behind.

The Iowa Council of Defense is one of the agencies that should be helpful in this work. Through the county members of the Council an

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organization by voting precincts was effected to carry out the details of the registration for the selective draft and this state may well feel proud of the way that work was handled. It is believed that this precinct organization may be depended on to help out in the same efficient way in connection with the food measures.

The Iowa War Emergency Committee will, of course, continue its splendid work. The Woman's Committee of the Council of Defense and other woman's organizations are especially qualified for carrying forward certain lines of work and it is not doubted they may be depended on to do their full share. Many other agencies such as commercial clubs and civic bodies, schools, churches and state grange and other secret and fraternal organizations may be called on and it is confidently believed they will willingly do their part to help win the war.

Mr. J. F. Deems, of Burlington, has been selected as the Iowa representative of the Federal Food Administration Department. I am sending him a copy of this letter in order that he may clearly understand my attitude on the question and have suggested that he or his staff should feel free to communicate direct with individuals, departments or organizations that he thinks can aid in this work.

Bespeaking earnest and cordial support in the great work from all loyal Iowans, I am

Very truly yours,

(Signed) W. L. HARDING

Governor of Iowa.

33 Historical Data, Iowa Division, United States Food Administration (in manuscript).

The letter from Federal Food Administrator Deems is given below:

To the County Members Iowa Council Defense:

Referring to the letter, addressed by Governor Harding to all members of the Council, stating that the writer had been selected by the National Food Administration Department, at Washington, as its representative for the state of Iowa.

I appreciate very deeply this unqualified support of the Governor and agree fully with the outline of the duties and methods of procedure, set forth by him.

As may be readily understood, the work is of such a character that no specific plan or line of action can be laid down for guidance for any considerable length of time, but our organization must be kept intact and ready for efficient action as occasion for action arises. The work that will be pressing in the near future is that of getting signatures of all women on the Food Conservation Pledge Cards, sample of which is attached hereto.

It seemed peculiarly fitting that the Women's Defense Council handle

this work direct; they have gladly accepted the responsibility and are already getting the work under way, but they may, and doubtless will, need the help of the Men's Council in many localities to assist in getting them around to secure signatures as well as in many other ways. Mrs. F. E. Whitley of Webster City, Iowa is the head of the State Organization of the Women's Council, and will handle the work through the County and other local branches.

As soon as the cards are printed and ready for distribution it is Mrs. Whitley's idea to put on something of a whirlwind campaign in getting signatures as this will not only mean a short campaign, but will have much influence in arousing a feeling of patriotism.

After the cards are signed and sent on to Washington, it should be the duty of every member of the Council of Defense to make an effort to keep alive the spirit of food conservation and thus aid in carrying forward the work.

As indicating what is being done elsewhere it might be interesting to note the effect of the campaign on the garbage can of Chicago by comparison of June 1916 and June 1917:

	1916	1917
Tons raw garbage,	12,826	8,386
Pounds fat extracted,	476,580	221,220

Other states are already active in this great conservation work; Iowa must get busy. I would invite your special attention to that part of the Governor's letter where he enumerates various organizations that you may feel free to call upon to help, and it is expected they will do their duty.

Bear in mind and impress on everyone that it will cost much less to win this war than to lose it. If we and our allies are defeated, the Kaiser will collect an indemnity from us that will make any possible expense of winning it look like pin money by comparison. Remember Belgium!

Food and still more food will be the cry of our own people and of our allies, and Iowa as the greatest food producing state in the Union must do her full duty, not only in production, but in conservation.

With some public duties already undertaken and with many private interests demanding my attention it was with reluctance and misgiving that I consented to make the sacrifice involved in a compliance with Mr. Hoover's request to undertake this work, as I knew it would require practically all my time.

But knowing Iowa people and having faith in their loyalty as well as their ability and willingness to meet emergencies, I consented. Suggestions from members of the Council will be much appreciated.

Feeling very much the need of your help, as well as feeling equally sure of such active and energetic support as will make our work a

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credit to the state, and thanking each and every one in advance for such assistance, I am

Yours truly

(Signed) J. F. DEEMS

³⁴ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

Mr. Deems received the notification of his formal appointment by President Wilson as Federal Food Administrator for Iowa in the following letter:

Washington, D. C., Aug. 18, 1917.

J. F. DEEMS, Esq.,
State Commissioner,
Burlington, Iowa.

Dear Mr. DEEMS:

It gives me much pleasure to inform you that President Wilson has approved your appointment as Federal Food Commissioner for the State of Iowa to represent in the State the United States Food Administration.

This appointment is pursuant to the "Act to provide further for the national security and defense by encouraging, conserving the supply, and controlling the distribution of food products and fuel" generally known as the Food Bill approved by President Wilson, August 10, 1917, a copy of which you have.

The hopes of the Food Administration are three-fold. First: to so guide the trade in the fundamental food commodities as to eliminate vicious speculation extortion and wasteful practices; second, to guard our exports so that against the world's shortage, we retain sufficient supplies for our own people and to cooperate with the Allies to prevent inflation of prices, and third: that we stimulate in every manner within our power the saving of our food in order that we may increase exports to our Allies to a point which will enable them to properly provision their armies and to feed their people during the coming winter.

The Food Administration is called into being to stabilize and not to disturb conditions and to defend honest enterprise against illegitimate competition. It has been devised to correct abnormalities and abuses that have crept into trade by reason of the world disturbance and to restore business as far as may be to a reasonable basis.

I am glad to have your cooperation in our endeavors.

Yours faithfully,

(Signed) United States Food Administration.

³⁵ Letter from Federal Food Administrator Deems to all county food administrators, undated; letter from Federal Food Administrator Deems to the members of the County Councils of Defense, dated November 1, 1917.

³⁶ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

³⁷ In a mimeographed pamphlet sent out by the Food Administration the following plan for county organization was suggested.

PERSONNEL

COUNTY FOOD ADMINISTRATOR

ADMINISTRATOR'S STAFF

- Merchant Representative
- Hotel and Restaurant Representative
- Bakery Representative
- Fraternal Organization Representative
- Clergy Representative
- Enforcement Representative
- Publicity Representative

ASSISTANT COUNTY FOOD ADMINISTRATOR

One Deputy or Assistant appointed by County Food Administrator in each township in the county — Chairman of County Council of Defense in the several townships suggested.

PRICE INTERPRETING COMMITTEE

The Central Committee should consist, where possible of —

- 1 Wholesaler or jobber,
- 2 Retailers
- 3 or more consumers, two of whom should be women.

The public should be welcomed at the committee's meeting. A similar committee should be appointed in each town where newspaper is published.

CO-OPERATING COUNTY CHAIRMAN, WOMEN'S COMMITTEE

City

Town

Township and

School District Chairmen and their Assistants.

ORGANIZATION

No. 1. The assistant County Food Administrators should take the responsibility of certain parts of the work as agreed with the County Food Administrator and assume entire responsibility for the maintenance of the regulations in the absence or inability of the County Food Administrator. An assistant county food administrator should be appointed in every town and township to represent the county food administrator, for personal contact with the people is necessary.

No. 2. The County Merchant Representative is appointed, on recommendation of the County Food Administrator and the State Merchant Representative, Mr. M. L. Parker of Davenport, Iowa. He is expected to assist the County Food Administrator in securing the active co-operation of other merchants regardless of the character of their business in the county in the activities of the Food Administration. He will receive literature, posters, and directions for displays direct from Mr. Parker.

No. 3. The Hotel & Restaurant Representative is expected to take charge of special activities, rules, etc., which apply to hotels and restaurants. Under direction of the County Food Administrator it is his duty to obtain a strict compliance with all rules and regulations throughout the county. He should maintain a complete list of all hotels, restaurants, public eating places and clubs, public or private, in the county.

No. 4. The Bakery Representative may be either a baker or any other responsible citizen. His duty is to make certain that all reports required of bakers are made regularly and on time. He should also check such reports and see that they are properly made out and report any violations or inaccuracies to the County Food Administrator for correction.

No. 5. The Fraternal Organization Representative will maintain a complete list of the names and addresses of the president and secretary of each fraternal organization and club in his county and will take charge of the distribution of special messages intended for such organizations obtaining their co-operation in the plans of the Food Administration.

No. 6. The Clergy Representative will maintain a complete

list of all the clergy of all denominations in his county and his duty will be to obtain the close co-operation of the clergy in giving full oral publicity to the message of the Food Administration. Through the clergy representative the close co-operation of all church societies and Sunday Schools in matters of conservation will be obtained.

No. 7. The Enforcement Representative, if desired by the County Food Administrator, is expected to follow up information received of the violation of different rules and to see that a systematic and fair method of investigation of all alleged violators is carried out. He should report his finding to the County Food Administrator who will in turn take these matters up with the Burlington office of the Food Administration for such action as appears proper.

No. 8. The Publicity Representative should go through all the bulletins, letters and pamphlets received from the Burlington office each week and prepare an official bulletin or article for the newspapers of the county which should, under appropriate heads, briefly state the rules, changes in rules, etc., as they come out. It is our opinion that an arrangement can be effected with all newspapers whereby this food news may be published each week regularly over the signature of the County Food Administrator in every paper in the county.

No. 9. The Women's Committee of the Council of National Defense maintains a separate organization. The County Chairman of the Women's Committee has charge particularly of conservation activities and should be conferred with and utilized on all matters of importance. The County Chairman of the Women's Committee maintains a complete organization of women and this organization will be found ready and willing in almost every case to perform any definite work which may be assigned to it. The County Chairman of the Women's Committee should be given full recognition by the County Food Administrator for all her activities and should be invited to assist in the work on all important occasions.

No. 10. The Price Interpreting Committee should be an open forum for the public discussion of all licensed food commodities

with particular reference to price. Certain letters have been sent and will continue to be sent from time to time to County Food Administrators bearing on the subject of Price Interpretation and these letters and matters should be considered by the committee. The personnel of the committee should consist of one wholesaler, or jobber, two retailers and three or more consumers, two of whom should be women. Observing the proportion of membership on the committee as between dealers and consumers as outlined above, the County Food Administrator may enlarge this committee as conditions in his county may warrant. The public should be welcome at the meeting of the Price Interpreting Committee. A Price Interpreting Committee should be appointed in every town where a newspaper is published. The purpose of the Price Interpreting Committee is to protect the public against unfair advances in the price of food commodities, and maximum margins of profit which may be charged by any class of dealers will be supplied for the benefit of the Price Interpreting Committee.

³⁸ Report of Field Representative Burt J. Thompson to Federal Food Administrator Deems, dated September 30, 1918. The names of men and of places occurring in the original have been replaced by symbols in this quotation.

³⁹ Report of Field Representative Burt J. Thompson to Federal Food Administrator Deems, dated October 17, 1918.

⁴⁰ Questionnaire sent to Federal Food Administrators, dated March 22, 1918.

⁴¹ Questionnaire sent to Federal Food Administrators, dated June 18, 1918.

⁴² Report of Field Representative Burt J. Thompson to Federal Food Administrator Deems, dated October 30, 1918.

⁴³ Manuscript letters; personal conversation with the State chairman of the Women's Committee.

On the 23rd of November, 1917, the Council of National Defense adopted the following resolution:

RESOLVED, That the Iowa State Council of National Defense is proud of the women of Iowa, proud of their loyalty, proud of their spirit and proud of their earnest efforts.

Iowa has made a notable record in the Food Pledge campaign, having the proud achievement of exceeding each and every state in the nation in the number of cards signed according to population, and the cards are still coming in in large numbers.

We have evidence upon every hand that the campaign has been most effective; the people are responding nobly and we are sure that in the conservation of food to aid in this war Iowa will do her full share.

IOWA STATE COUNCIL NATIONAL DEFENSE

By H. J. METCALF, Secretary.

A second resolution, unanimously adopted by the Council at its regular meeting on July 12, 1918, read as follows:

RESOLVED, That the State Council of National Defense express its pride and gratification in the work of the Woman's Council of National Defense as shown by the report of its chairman, Mrs. Francis E. Whitley.

The work of Mrs. Whitley and her co-workers has been patriotic, continuous and fruitful and we pledge to her and to those who labor with her our continued support.

IOWA STATE COUNCIL NAT'L DEFENSE

By H. J. METCALF,

Secretary.

⁴⁴*Historical Data, Iowa Division, United States Food Administration* (in manuscript).

These certificates bore the following inscription:

CERTIFICATE OF WAR SERVICE

This certificate is issued to _____ of _____ in consideration of her solemn pledge to participate in all war activities of the Women's Committee of the Council of National Defense cooperating with the United States Food Administration and in recognition of the voluntary service which she has performed and will perform during the continuance of this Committee created to effect the coordination of the activities and resources of the organized and unorganized women of the country, that their power may be immediately utilized in time of need, and to supply a new and direct channel of communication and cooperation between the women and departments of the government charged with conduct of the World War into which, for righteous ends, our nation entered on April 6th, 1917.

⁴⁵*Historical Data, Iowa Division, United States Food Administration* (in manuscript).

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⁴⁶ *Historical Data, Iowa Division, United States Food Administration* (in manuscript); letter from Federal Food Administrator Deems to M. L. Parker, dated October 17, 1917.

⁴⁷ Letters from Federal Food Administrator Deems to all county food administrators and to all staff members, dated October 11, 19, 1917, November 20, 1918.

⁴⁸ Telegram from Federal Food Administrator Deems to United States Food Administration, Washington, D. C., dated May 7, 1918; *Summary of Expenditures from Appropriations, Accounting Division* (in manuscript); letter from W. C. Mullen-dore, Assistant Counsel, United States Food Administration, to the writer, dated September 2, 1919.

⁴⁹ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

CHAPTER III

⁵⁰ Questionnaire sent to Federal Food Administrators, dated June 18, 1918.

The Food Administration in Iowa listed the following church denominations as coöperating organizations:

Methodist	783	Presbyterian	202
Catholic	480	German Lutheran	121
Lutheran	337	German Evangelical	56
Christian	324	Swedish Lutheran	53
Congregational	237	Episcopal	40
Baptist	221	Evangelical Lutheran	19
			<hr/>
Total			2870

⁵¹ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

These organizations included among others the following:

United Commercial Travelers	34 lodges
Travelers Protective Association	14 lodges
Iowa State Traveling Men's Association	235 lodges
Gideons	324 lodges

Travelers Loyalty League (representing 3000)	10 secretaries
Knights of Pythias	235 lodges
Elks	32 lodges
Moose	50 lodges
Knights of Columbus	47 lodges
Ancient Order of United Workmen	118 lodges
Eagles	25 lodges
Independent Order of Odd Fellows	685 lodges
Yeomen	500 lodges
Homesteaders	140 lodges
Woodmen of the World	400 lodges
Modern Woodmen of America	982 lodges
Masons	531 lodges
Sons of Herman	1500 lodges
Foresters	22 lodges
Royal Neighbors of America	575 lodges
Eastern Star	419 lodges
Woodmen of World Circle	190 lodges
Rebekahs	600 lodges
Pythian Sisters	144 lodges
Women's Clubs	600 clubs
Women's Christian Temperance Unions	400 unions
Daughters of American Revolution	75 chapters
Colonial Dames	100 chapters
Grand Army of the Republic	600 posts
Sons of the American Revolution	25 chapters
Ad Men's Clubs	14 branches
Rotary Clubs	14 clubs

The figures given represent the local organizations in this State, the executive officers of which invariably presented the appeals of the Food Administration.

⁵² Questionnaire sent to Federal Food Administrators, dated June 18, 1918.

⁵³ Questionnaire sent to Federal Food Administrators, dated March 22, 1918.

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At the close of the Food Administration activities, Food Administrator Deems sent the following letter to the traveling men of the State:

Dear Patriotic Co-Worker

Since I cannot see you personally, I know of no way except to write, to convey to you my earnest thanks for your help during the period in which the F. A. has been doing what it could to win the war.

Your cooperation has been invaluable. You and the patriotic men you represent have done wonders to cultivate a healthy public sentiment essential to sustain the war program. Traveling men were always recognized as not only on the right side but ever ready to work and speak for the right thing. They never are afraid to stand up and be counted. The nation owes them a limitless debt.

I find words inadequate to define the great obligation that I feel myself under to you and your associates. Without you our work would have been much more difficult and with you many of our hardest problems have been much more easily solved. I know that the traveling men want no credit not due them and it is only fair to them to say that they did their work for the F. A. and other War Activities because they are patriotic and not for thanks or recognition. But I would feel myself remiss were I not to acknowledge my debt to all who helped in this work.

As the F. A. approaches dissolution, I have found time to survey the achievements it has accomplished, and I come now to a realization of the fact that its success has been measured by the sacrifice and cooperation of those who lent themselves to the business of carrying out its program. That its success has been very great indicates the extent to which our friends have given of themselves to its service. Among those who were the most diligent, effective and unselfish were the traveling men of Iowa.

⁵⁴ Letter and material from Herbert R. Wright, State director for negroes, dated July 21, 1919.

⁵⁵ *Recommendations and Statement of Relationships and Policies Affecting County Agent Work in Iowa* (in manuscript), by J. W. Coverdale, county agent leader.

⁵⁶ Address of R. K. Bliss, Director of the Agricultural Extension Department, Iowa State College, before the county agent conference at Ames, Iowa, February 18, 1918.

⁵⁷ Address of Miss Neale S. Knowles, State leader of home demonstration agents, before the county agent conference at Ames, Iowa, February 18, 1918.

⁵⁸ *Recommendations and Statement of Relationships and Policies Affecting County Agent Work in Iowa* (in manuscript), by J. W. Coverdale, county agent leader.

⁵⁹ Questionnaire sent to Federal Food Administrators, dated March 22, 1918.

⁶⁰ Report of the home demonstration agent for Montgomery County for June and July, 1918.

⁶¹ Letter from J. W. Hallowell to all Federal Food Administrators, dated June 21, 1918; letters from the Collegiate Section of the United States Food Administration to the State secretaries of Volunteer College Workers.

CHAPTER IV

⁶² Letter from Federal Food Administrator Deems to the newspaper editors of Iowa, dated October 1, 1917.

⁶³ Letter from Leon Brown to all county food administrators, dated April 11, 1918.

⁶⁴ Letter from Federal Food Administrator Deems to all members of Iowa Food Administration staff, dated November 26, 1918.

⁶⁵ Letter from County Food Administrator Burt J. Thompson to J. F. Deems, undated; letter from County Food Administrator M. J. Grove to J. F. Deems, undated.

⁶⁶ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

⁶⁷ *Historical Data, Iowa Division, United States Food Administration* (in manuscript); *War Service in Iowa Schools*; letter from Federal Food Administrator Deems to Mrs. Francis E. Whitley, State chairman of the Women's Committee, dated November 2, 1918.

⁶⁸ *Historical Data, Iowa Division, United States Food Administration* (in manuscript); letter from P. E. McClenahan to the writer, dated December, 1919.

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⁶⁹ Letter from Federal Food Administrator Deems to the librarians of Iowa, dated October 17, 1917.

⁷⁰ Letter from Miss Julia A. Robinson to the librarians of Iowa, dated December 3, 1917.

⁷¹ Questionnaire sent to Federal Food Administrators, dated June 18, 1918.

⁷² Letter from Federal Food Administrator Deems to M. L. Parker, dated October 15, 1917.

⁷³ Questionnaire sent to State merchant representatives of the United States Food Administration, dated December 16, 1918; letter from M. L. Parker, State merchant representative, to all county merchant representatives, dated May, 1918.

⁷⁴ Letter from M. L. Parker to J. F. Deems, dated September 21, 1918.

⁷⁵ Letter from M. L. Parker, State merchant representative, to all county merchant representatives, dated May, 1918.

⁷⁶ Questionnaire sent to Federal Food Administrators, dated June 18, 1918.

⁷⁷ Letter from Federal Food Administrator Deems to all county food administrators and to all county chairmen of women's committees, dated May 17, 1918.

⁷⁸ *Historical Data, Iowa Division, United States Food Administration* (in manuscript).

⁷⁹ Letter from Federal Food Administrator Deems to all county food administrators, undated.

⁸⁰ Under the direction of Mrs. Max Mayer, representing the Iowa Division of the Food Administration, Isabel Barnhill Beecher, Dr. R. L. Wilbur, and Everett Colby addressed meetings at Mason City, Forest City, Garner, Algona, Emmetsburg, Estherville, Spencer, Sheldon, Denison, Cherokee, Storm Lake, Sac City, and Sioux City. Under the direction of Guy Powers, Mrs. Walter McNab Miller, John B. Lord, and John S. Rutledge spoke at Davenport, DeWitt, Clinton, Tipton, Iowa City,

Marengo, Grinnell, Reinbeck, Marshalltown, Nevada, Boone, Webster City, and Ft. Dodge. Roscoe Mitchell, Miss Elizabeth Kelley, and Sherman Davis, under the management of W. W. Orrick, spoke at Des Moines, Winterset, Greenfield, Creston, Bedford, Clarinda, Shenandoah, Red Oak, Atlantic, and Missouri Valley.

⁸¹ *Historical Data, Iowa Division, United States Food Administration* (in manuscript); personal interviews with Mrs. Max Mayer.

⁸² Among the other speakers in Iowa on food conservation were: Mrs. Beatrice Forbes Robertson Hale, Major W. L. Brown of Kansas, Herbert A. Huff of Eldora, Iowa, H. C. Larimer of Chariton, Miss Alice French of Davenport, E. W. Weeks of Guthrie Center, Burt J. Thompson of Forest City, W. T. Harper of Ottumwa, and Rev. J. M. Judy of Davenport.

J. W. Eastman, R. A. Nichols, R. Z. Powell, Dr. Baglis, and Charles M. Sheppard were among the men who spoke to many chautauqua audiences.

CHAPTER V

⁸³ *United States Food Administration Bulletin*, No. 1 (1917), pp. 5-7.

⁸⁴ *United States Food Administration Bulletin*, No. 1 (1917), p. 10.

⁸⁵ *United States Food Administration Bulletin*, No. 1 (1917), p. 14.

⁸⁶ *The Des Moines Register*, September 27, 1917.

⁸⁷ *The Official Bulletin*, September 27, 1917, p. 4.

⁸⁸ *The Official Bulletin*, October 1, 1917, p. 2.

⁸⁹ *The Burlington Hawk-Eye*, October 5, 1917.

⁹⁰ Letter from Federal Food Administrator Deems to campaign workers, undated.

⁹¹ *The Burlington Hawk-Eye*, October 5, 9, 1917; letter from

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Federal Food Administrator Deems to a county school superintendent, dated October 18, 1917.

⁹² Letter from Federal Food Administrator Deems to county and city chairmen for the United States Food Administration food pledge campaign, dated October 9, 1917.

⁹³ *The Burlington Hawk-Eye*, October 21, 1917.

⁹⁴ *The Burlington Hawk-Eye*, October 25, 28, 1917; letter from Federal Food Administrator Deems to the newspaper editors, dated October 27, 1917; *The Official Bulletin*, October 29, 1917, p. 8; letter from Glenn N. Merry to Four Minute speakers, dated October 27, 1917.

⁹⁵ Letter from Federal Food Administrator Deems to county and city chairmen of women's committees, dated November 5, 1917; *The Burlington Hawk-Eye*, November 8, 9, 10, 1917.

⁹⁶ Letter from Miss Alice French to Benj. F. Shambaugh, dated July 19, 1919.

⁹⁷ *The Des Moines Register*, October 30, 1917.

⁹⁸ *The Burlington Hawk-Eye*, October 30, 1917.

CHAPTER VI

⁹⁹ Hequembourg's *Report for Grain Threshing Division for 1918*, dated December 31, 1918 (in manuscript).

¹⁰⁰ Hequembourg's *Report for Grain Threshing Division for 1918*, dated December 31, 1918 (in manuscript).

¹⁰¹ *Grain Threshing Division Circular*, No. 999, March 29, 1918.

¹⁰² *Grain Threshing Division Circular*, No. 999, March 29, 1918.

¹⁰³ *Grain Threshing Division Circular*, No. 1002, April 16, 1918.

¹⁰⁴ *Grain Threshing Division Circular*, No. 995, May 6, 1918.

¹⁰⁵ Grain Threshing Division letter to millers and grain dealers enclosing form letters or questionnaires Nos. 997 and 998.

¹⁰⁶ Letter from R. R. Welday to J. W. Hallowell, dated May 18, 1918.

¹⁰⁷ Letter from Kenneth D. Hequembourg to the threshermen of America, dated May 29, 1918.

¹⁰⁸ Letter from Federal Food Administrator Deems to county food administrators, dated June 4, 1918.

¹⁰⁹ Hequembourg's *Report for Grain Threshing Division for 1918*, dated December 31, 1918 (in manuscript).

¹¹⁰ Letter from the Federal Food Administration for Iowa to Kenneth D. Hequembourg, dated August 10, 1918.

¹¹¹ Letters and telegrams from the Federal Food Administration for Iowa to Kenneth D. Hequembourg, dated June 25, July 12, August 10, 1918.

¹¹² Letter from United States Food Administration to all Federal Food Administrators, dated July 6, 1918; letter from Federal Food Administrator Deems to county food administrators, dated July 13, 1918.

¹¹³ Letter from Kenneth D. Hequembourg to Federal Food Administrator Deems, dated July 6, 1918; printed circular signed by the chairman of the county threshing committee of Buena Vista County and by the two county food administrators.

¹¹⁴ Hequembourg's *Report for Grain Threshing Division for 1918*, dated December 31, 1918 (in manuscript); report of R. R. Welday to R. E. Logsdon, dated December 5, 1918.

¹¹⁵ Letter from R. R. Welday to Kenneth D. Hequembourg, dated September 16, December 7, 1918.

¹¹⁶ Letter from Kenneth D. Hequembourg to the Secretary of Agriculture, David F. Houston, January 20, 1919.

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